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ROYAL COMMISSION ON NATIONAL MUSEUMS & GALLERIES

FINAL REPORT, PART II.

CONCLUSIONS AND RECOMMENDATIONS RELATING TO INDIVIDUAL INSTITUTIONS

DATED 1st JANUARY, 1930

*Presented by the Secretary of State for
the Home Department to Parliament
by Command of His Majesty
January, 1930*

LONDON:

PRINTED AND PUBLISHED BY HIS MAJESTY'S STATIONERY OFFICE.

To be purchased directly from H.M. STATIONERY OFFICE at the following addresses:
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The Interim Report of the Royal Commission with Oral Evidence, Memoranda and Appendices was published in Sept. 1928, in two volumes as follows :—

Interim Report (Cmd. 3192).....Price 2s. net.

Oral Evidence, Memoranda and Appendices

Price £1 1s. 0d. net.

The Final Report, Part I (General Conclusions and Recommendations), with Oral Evidence, Memoranda and Appendices was published in Oct. 1929, in two volumes as follows :—

Final Report, Part I (Cmd. 3401).....Price 2s. net.

Oral Evidence, Memoranda and Appendices

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NOTE.

The estimated cost of the preparation of this Report (Final Report, Part II) including the total expenses of the Royal Commission from the date of its appointment is £6,961, of which £91 represents the estimated cost of printing and publishing this Report (Final Report, Part II).

A sum of £301 has been recovered to date by the sale of copies of the published Reports and Vols. of Evidence.

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THE ROYAL COMMISSION.

GEORGE R.I.

GEORGE THE FIFTH, by the Grace of God, of Great Britain, Ireland and the British Dominions beyond the Seas King, Defender of the Faith, to

Our Right Trusty and Well-beloved Cousin and Counsellor Edgar Vincent, Viscount D'Abernon, Knight Grand Cross of Our Most Honourable Order of the Bath, Knight Grand Cross of Our Most Distinguished Order of Saint Michael and Saint George;

Our Trusty and Well-beloved :—

Evan Edward Charteris, Esquire (commonly called The Honourable Evan Edward Charteris), one of Our Counsel learned in the Law;

Sir Thomas Little Heath, Knight Commander of Our Most Honourable Order of the Bath, Knight Commander of the Royal Victorian Order;

Sir Lionel Earle, Knight Commander of Our Most Honourable Order of the Bath, Knight Commander of the Royal Victorian Order, Companion of Our Most Distinguished Order of Saint Michael and Saint George;

Sir Richard Tetley Glazebrook, Knight Commander of Our Most Honourable Order of the Bath, Doctor of Laws;

Sir George Macdonald, Knight Commander of Our Most Honourable Order of the Bath, Doctor of Laws, Doctor of Literature;

Sir Courtauld Thomson, Knight Commander of Our Most Excellent Order of the British Empire, Companion of Our Most Honourable Order of the Bath;

Sir William Martin Conway, Knight, Master of Arts, Doctor of Literature;

Sir Henry Alexander Miers, Knight, Doctor of Science;

Sir Robert Clermont Witt, Knight, Commander of Our Most Excellent Order of the British Empire; and

Arthur Ernest Cowley, Esquire, Doctor of Literature,

Greeting!

Whereas We have deemed it expedient that a Commission should forthwith issue

(1) to enquire into and report on the legal position, organisation, administration, accommodation, the structural condition of

the buildings, and general cost of the institutions containing the National collections situate in London and Edinburgh, viz. : The British Museum and the Natural History Museum, the National Gallery and the National Gallery of British Art (Tate Gallery), the National Portrait Gallery, the Public Record Office, the Victoria and Albert Museum, the Bethnal Green Museum, the Science Museum, the Geological Museum, the Wallace Collection, the Royal Botanic Gardens, Kew, the London Museum, the Imperial War Museum, the Royal Scottish Museum, the National Galleries, Scotland, the Scottish Museum of Antiquities, the National Library, Scotland, and the Record Department of the Registry House, Edinburgh :

(2) To investigate the existing conditions of the various collections and their growth in former years and to report in the case of each Institution what is likely to be the growth of its collections and what the consequential increase in expenditure in the next 50 years if the present practice regulating acquisitions remain unaltered :

(3) To consider in what way, if any, expenditure may be limited without crippling the educational and general usefulness of the Institutions, and in particular, having regard to the financial condition of the country, whether it would be desirable to institute a more general system of admission fees :

(4) To enquire to what extent there is congestion in Museums and Galleries and to report whether, if there be such congestion, it can be relieved in any other way than by extensive building ; and in particular whether improvement could be brought about by a redistribution of specimens between different State-supported Institutions or by disposal of specimens which may be either of slight importance or in excess of requirements, by way of sale or of gift or loan to provincial Museums and Galleries and to other authorities ; and in this connection to ascertain the practice followed in the case of the chief National Collections abroad :

(5) To consider whether it is desirable to effect any change in the existing practice of the British Museum with regard to its reception and preservation of publications under the provisions of the Copyright Acts :

(6) To consider whether the existing administrative responsibility for the various Institutions is the most appropriate under modern conditions and whether it conduces to the most advantageous distribution and display of the National Treasures and to report whether it would be desirable while preserving certain defined powers to their Trustees or Directors, to place them all under some central authority or under different authorities than those at present controlling them :

(7) To report whether the most suitable and scientific arrangement of specimens and their allocation to the most appropriate Museum or Gallery are in any way hampered by the

terms of benefactors' bequests, and if so whether it would be expedient to take steps with a view to a modification of the terms of such bequests :

(8) To make recommendations generally which may suggest themselves as pertinent in the light of the information obtained during the course of the Inquiry :

Now know ye that We, reposing great trust and confidence in your knowledge and ability, have authorised and appointed, and do by these Presents authorise and appoint you the said Edgar Vincent, Viscount D'Abernon (Chairman); Evan Edward Charteris, Sir Thomas Little Heath, Sir Lionel Earle, Sir Richard Tetley Glazebrook, Sir George Macdonald, Sir Courtauld Thomson, Sir William Martin Conway, Sir Henry Alexander Miers, Sir Robert Clermont Witt and Arthur Ernest Cowley to be Our Commissioners for the purposes of the said Inquiry :

And for the better effecting the purposes of this Our Commission, we do by these Presents give and grant unto you, or any three or more of you, full power to call before you such persons as you shall judge likely to afford you any information upon the subject of this Our Commission; to call for information in writing; and also to call for, have access to and examine all such books, documents, registers and records as may afford you the fullest information on the subject, and to inquire of and concerning the premises by all other lawful ways and means whatsoever :

And We do by these Presents authorise and empower you, or any two or more of you, to visit and inspect personally such places as you may deem is expedient so to inspect for the more effectual carrying out of the purposes aforesaid :

Provided that should you deem it expedient in the execution of this Our Commission to visit places outside Great Britain then the powers and privileges hereby conferred on any three or more of you shall belong to and be exercised by, any two or more of you :

And We do by these Presents will and ordain that this Our Commission shall continue in full force and virtue, and that you Our said Commissioners, or any three or more of you, may from time to time proceed in the execution thereof, and of every matter and thing therein contained, although the same be not continued from time to time by adjournment :

And We do further ordain that you, or any three or more of you, have liberty to report your proceedings under this Our Commission from time to time if you shall judge it expedient so to do :

And Our further will and pleasure is that you do, with as little delay as possible, report to Us under your hands and seals,

or under the hands or seals of any three or more of you, your opinion upon the matters herein submitted for your consideration.

Given at Our Court at *Saint James's*, the First day of *July*, One thousand nine hundred and twenty-seven; In the Eighteenth Year of Our Reign.

By His Majesty's Command.

W. Joynson-Hicks.

Mr. John Beresford, of the Treasury, was seconded to be the Secretary to the Royal Commission, and Mr. J. R. Chambers to be Assistant Secretary. As from the 14th November, 1928, Mr. J. H. Penson succeeded Mr. Chambers as Assistant Secretary.

TABLE OF CONTENTS.

	PAGE
Introduction	9
The British Museum :—	
Government of the Museum, including the Museum of Natural History	9
The British Museum Library and the Copyright Acts...	13
Effectiveness of the Library :—	
Purchase Grant	16
The Catalogue of the Library	17
Central Cataloguing	17
Excavations... ..	18
Structural Condition	19
The British Museum Laboratory	20
The Natural History Museum	21
The question of the Herbaria at the Natural History Museum and at Kew	22
The National Gallery :—	
The system of Government	24
Representation of the British School of Painting	30
List of Desiderata : National Gallery Practice	31
Statutory Restrictions	31
Loans to Provincial Museums and Galleries, etc.	32
Storage of Pictures	32
The Tate Gallery :—	
Government of the Gallery	32
Purchase Grant	34
Representation of Modern Foreign Schools	34
Gallery for Loans and Temporary Exhibitions	34
The Turner Bequest and Loans Abroad	34
Representation of Modern Sculpture	35
The National Portrait Gallery	35
Need for scientific catalogue and improved publications	35
The Public Record Office	36
Increased duties and the Staff	36
Calendars and historical publications	37
Preservation and repair	37
The Branch Record Office... ..	37
The Preservation and Safe Custody of Historical Documents generally	38
The Victoria and Albert Museum :—	
Government of the Museum	39
Encouragement of Modern Arts and Crafts	40
Arrangement of the Collections	42
English Arts and Crafts	43
Bethnal Green Museum	43
The Science Museum :—	
Government of the Museum	44
Accommodation Needs of the Museum	45
(1) Need for more adequate representation of current practice	47
(2) Periodical exhibits dealing with recent discoveries and developments.	47
(3) Public Interest	48
The German Science Museum	48
General Conclusions	49
The Science Museum Library	50
The Geological Survey and Museum	52
The South Kensington Site	52
Lecture theatre and central refreshment accommodation	53

	PAGE
The Wallace Collection	54
Improved display and decoration	54
Improved utilization of the Collection	55
Interpretation of bequest	55
The question of re-opening certain Galleries	56
The Royal Botanic Gardens, Kew	57
Need for the extension of the Herbarium and the Library	57
The London Museum :—	
The main function of the Museum and the needs arising therefrom	57
The question of additional Trustees	58
Purchase Grant	58
Imperial War Museum :—	
Scope and Character of the Museum	59
The Historical Importance of the Museum	60
The question of Present and Future accommodation	60
The Royal Scottish Museum :—	
Government of the Museum	61
Growth and Arrangement of the Museum	61
The need for further developments :—	
(1) Circulation of objects on loan	62
(2) Modern Arts and Crafts	62
(3) Purchase Grant	62
(4) Extended accommodation in the Department of Technology... ..	62
(5) Relief of congestion in the Library	63
(6) The Botanical Collections	63
The National Galleries of Scotland :—	
Government and Administration of the Galleries	64
Development of the Institutions... ..	66
The National Gallery	68
Exhibition of Sculpture	68
The National Portrait Gallery :—	
Relief of Congestion	69
Fire Risk	69
Museum of Antiquities :—	
Relief of Congestion and Improved Display	69
Educational Utility	70
The National Library of Scotland	70
Government of the Library	70
Need for a new Catalogue	71
Exhibition	72
The Register House :—	
Administrative Control	72
Spheres of the Register House and of the National Library of Scotland	73
The Question of Casts	73
The Reproduction and Sale of Casts	73
A National Museum of Casts	76
Questions of Staff	77
Adequacy	77
Recruitment	78
Co-operation between the National and the Provincial Institutions in training Curators for Museums and Galleries.	80
Conclusion	81
Summary of Conclusions and Recommendations... ..	83
Index	97

APPENDICES.

1. Geological Survey Board : Terms of Reference	96
2. Plan of section of the South Kensington Site	

ROYAL COMMISSION ON NATIONAL MUSEUMS AND GALLERIES.

FINAL REPORT, PART II.

TO THE KING'S MOST EXCELLENT MAJESTY.

MAY IT PLEASE YOUR MAJESTY.

1. In the Reports which we have had the honour to submit to Your Majesty, namely the Interim Report presented on the 1st September, 1928, and the Final Report, Part I, General Conclusions and Recommendations, presented on the 20th September, 1929, we first of all addressed ourselves to matters of special urgency and thereafter endeavoured to emphasise what seemed to us principles of outstanding importance for the National Museums and Galleries as a whole. In this way a great part of the ground indicated to us in our Terms of Reference has already been covered. But in an enquiry so wide there were bound to arise a number of questions of considerable moment relating to individual Institutions, and we felt that these could best be dealt with in a separate and final Report.

Our aim throughout has been severely practical. We have thought it well to confine our recommendations within the narrowest compass, restricting them to ends which are speedily attainable and likely to have results immediately useful. We desire, however, to state at the outset that, in our considered judgment, the future progress of the National Museums and Galleries will depend largely on whether the general recommendations made in our Reports are carried out and on whether funds are found for the proposals we have put forward therein.

We take the Institutions in the order named in our Terms of Reference. A number of our suggestions can be put into effect by the authorities of the Institutions themselves.

THE BRITISH MUSEUM.

Government of the Museum, including the Museum of Natural History.

2. The Act of 1753, which created the British Museum, entrusted its government to a body of Trustees. Thus began that characteristically English feature of administration, subsequently adopted in the case of many other of the National Institutions. Moreover, the method of government by Trustees has been copied throughout the English speaking world, alike in the United States of America and in the great Dominions and Colonies.

Externally the constitution of the British Museum has remained practically unmodified since the original Act. There are fifty-one Trustees, of whom one is a Trustee appointed by the Sovereign, while twenty-six are high dignitaries of Church and State or Presidents of learned societies who hold the position *ex officio*, nine are family Trustees, and fifteen are Trustees elected by the official and family Trustees. The Archbishop of Canterbury, the Lord Chancellor and the Speaker of the House of Commons, by courtesy known as the "Principal Trustees," are responsible for the appointment of the staff, and for submitting to the Crown the name of a Principal Librarian, to whom the care and custody of the collections "shall be chiefly committed."

But, while the constitution of the British Museum has survived intact from 1753, there have been internal modifications of great importance in the method of administration. The original Act empowered the Trustees "from time to time, and as often as they shall think fit, to make, constitute and establish such statutes, rules and ordinances for the custody, preservation and inspection of every part of the several collections hereby intended to remain in the said general repository as to them shall seem meet." Acting under this power, the Trustees in 1755, by minutes of general meetings held in April and May of that year, appointed certain of their number to form a Standing Committee who were to take into consideration any matters relating to the business and affairs of the Museum, and from time to time to make reports to a general meeting. The status and personnel of this Committee were, however, ill-defined. The Royal Commission appointed to enquire into the constitution and government of the British Museum, which reported in 1850, found much to criticise in the actual administration. Their principal recommendation that the executive management of the Museum should be entrusted to an executive council of seven persons, and that the offices of Principal Librarian and Secretary should be abolished, was not accepted. But their strictures led the Trustees to appoint a Special Committee of their own number—Lord Macaulay was a member of this Committee—to consider the several suggestions contained in the Royal Commission's Report. The Committee reported on the 29th May, 1850, and, in accordance with the suggestions they made, a Standing Committee, with a defined status and method of appointment, was instituted. From that day to this the Standing Committee has been the effective instrument of government.⁽¹⁾

We understand that "the Elected Trustees, though less than a third numerically of the whole governing body, supply in practice the major part of the Standing Committee. The Official

¹ See the Memorandum furnished by Sir F. Kenyon on behalf of the Trustees, printed in the Volume of Evidence accompanying the Interim Report, page 51, the original Act of 1753 (26 Geo. II. c. 22), the Royal Commission's Report of 1850, and the Report of the Special Committee of Trustees of that year.

Trustees (though some of them are among the most active members of the body) are for the most part fully occupied with their own offices; their tenures of the offices on which their Trusteeship depends are not necessarily long, and they may not be much interested in Museums. The Elected Trustees, on the other hand, are elected precisely because they are known to be interested as well as competent; and acceptance of election implies willingness to attend with some regularity. At the present time the Standing Committee consists of the three Principal Trustees, the Trustee nominated by the Sovereign, two Official Trustees, one Family Trustee and thirteen Elected Trustees." (1) As regards the method of election, it is the practice for the Principal Trustees, to whom the other Trustees can make suggestions, to consult with the Prime Minister, and a name or names are presented to the Official and Family Trustees by consent. (2)

There are six Sub-Committees of the Standing Committee, namely on Buildings; on Finance; on Printed Books, Manuscripts and Drawings, etc; on Antiquities and certain special Departments; on Zoology; and on Geology, Mineralogy and Botany. The Standing Committee as a whole meets ten times a year at Bloomsbury and eight times a year at South Kensington.

3. If the British Museum were being brought into existence to-day, the constitution of its governing body would probably be different. In this country, however, it is customary to judge historic institutions from the standpoint, not of superficial or formal aspects, but of practical results. As one distinguished witness has stated, " Strange as its composition may seem to be, the Governing Body of the Museum does fulfil one of the primary purposes for which it was appointed. Owing to the exceptional authority of its members, it is able to impress both the Government and the public. Moreover my belief is that the Standing Committee of the Trustees, which is the real Governing Body, is keenly interested in the Museum and able to give to the Director and his staff the kind of support with the country and the Government which they need, and the kind of wide practical

¹ The present Standing Committee is constituted as follows:—the Archbishop of Canterbury, the Lord Chancellor, the Speaker of the House of Commons (i.e. the three Principal Trustees), Viscount Esher, G.C.B., (Trustee appointed by the Sovereign), H.R.H. Edward, Prince of Wales, Earl of Crawford and Balcarres, K.T., F.R.S., Viscount Dillon, C.H., F.B.A., Viscount Grey of Fallodon, K.G., F.R.S., Lord Rothschild, F.R.S., Lord Chalmers, G.C.B., F.B.A., Lord Hanworth, K.B.E., Archbishop Lord Davidson of Lambeth, G.C.V.O., LL.D., The Rt. Hon. Herbert A. L. Fisher, P.B.A., F.R.S., Sir John Rose Bradford, K.C.M.G., P.R.C.P., F.R.S., Lt.-Col. Sir David Prain, C.M.G., F.R.S., Sir Henry A. Miers, D.Sc., F.R.S., Professor Gilbert Murray, D.Litt., F.B.A., Montague Rhodes James, Esq., Litt.D., F.B.A., Frederick Cavendish Bentinck, Esq., C. R. Peers, Esq., F.B.A.

² Memorandum submitted by Sir F. Kenyon on behalf of the Trustees, printed in the Volume of Evidence accompanying the Interim Report, p. 51-52.

counsel which is best calculated to supplement their specialist experience."¹)

4. We do not think that reconstitution of the government of the British Museum would effect any useful purpose. We are, however, of the opinion that the time has come when two important administrative changes would be beneficial.

5. In the first place, at the present time a single Standing Committee of the Trustees supervises not only the literary, historical and artistic collections at Bloomsbury but also the collections of Natural History at South Kensington. The Committee meets alternately at Bloomsbury and at South Kensington. For a century and a quarter after the foundation of the British Museum in 1753 the humanistic and scientific collections were housed under the same roof at Bloomsbury. In 1878, however, an Act was passed which authorised the removal of the ever-growing scientific collections to another site. In 1880 the present building at South Kensington was completed and the scientific collections were housed therein. Following on the removal an enormous expansion has taken place in the Natural History collections. Moreover, the development of the Natural History Museum as a research institution has proceeded apace. As the Trustees themselves have pointed out, "in recent years the relations of animal and vegetable life with sanitary, pathological and commercial activities have become so intimate that a whole new group of problems vitally important to health and progress now lies within the province of the Museum." We have already stated that two distinguished sub-committees, one on Zoology and the other on Geology, Mineralogy and Botany, advise the main Standing Committee on matters relating to these sciences. We think, however, that the burden of responsibility thrust upon the present single Standing Committee has become too great, and that the future interests both of Bloomsbury and of South Kensington would be advanced if two Standing Committees were created, one constituted with special regard to the humanistic collections housed at Bloomsbury, and the other with special regard to the Natural History collections housed at South Kensington.

Needful co-ordination in the matter of finance, of staff, and of other questions affecting the development of the two collections would be ensured either by the two Standing Committees holding joint sessions from time to time, or by certain members of the governing body of Trustees being common to both. The latter method has proved successful in the case of the National and Tate Galleries. And here we think it relevant to observe that the reapportionment of responsibility as between those Galleries, which was effected by Treasury Minute of 24th March, 1917, has, by common consent, been of the greatest advantage. It has

¹ Evidence of the Rt. Hon. H. A. L. Fisher, P.B.A., F.R.S., Q. 3173.

enabled each Institution to develop its own peculiar character without friction and has stimulated public interest in a marked degree. Between the National and Tate Galleries the divergence of subject is much less clearly marked than in the case of the British Museum in Bloomsbury and the Natural History Museum at South Kensington. Concentration of effort and of interest by means of separate Committees would, therefore, seem to be even more needed in the two last-named Institutions. Legislation would not be necessary to effect this important modification in the internal government of the British Museum, and we hope that the Trustees will devise means to give effect to our recommendation as soon as possible.

6. In the second place, by the original Act of Incorporation, the care and custody of the "General Repository"—which included all the collections—was "chiefly committed to the Principal Librarian." The statutes and rules of the British Museum made under the authority of this Act provide that "subject to the general authority of the Director and Principal Librarian . . . the Director of the Natural History Departments shall discharge the duties defined . . . so far as they relate to those Departments." In accordance with another rule the Principal Librarian is made the Accounting Officer. We think that it would be in the line of logical development and a natural corollary of the recommendation we have just made as regards separate Standing Committees, that the Director of the Natural History Museum should be made wholly responsible for the care and custody of the collections housed therein. Such a change would require legislation, and we think that the opportunity should be taken to introduce an appropriate clause into any measure that may be submitted to Parliament in connexion with other proposals made in our Reports. Meanwhile, pending the passage of the necessary legislation, we suggest to the Trustees and to the Lords Commissioners of Your Majesty's Treasury that the Director of the Natural History Museum should be given direct access to the Treasury when any matter affecting the staff or finance of the Natural History Museum is under consideration.⁽¹⁾

The British Museum Library and the Copyright Acts.

7. The outstanding question of accommodation at the British Museum, if the Library is to maintain its position as the most effective institution of its kind, has already been dealt with in paragraph 32 of our Interim Report. In that paragraph the problem of the Copyright Acts was also touched on, but various

¹ Sir F. Kenyon in his evidence before us expressed the opinion that "it would be a clear gain to the Director at Bloomsbury to be relieved of that responsibility (i.e. of being Accounting Officer for South Kensington) because it does tie him in respect of attendance at Trustees' meetings and gives him a certain amount of extra work." Q. 697.

questions connected with it were left over for further consideration. With these we now deal.

8. In general we agree with the opinion of the learned bodies and individual scholars who have submitted their considered views to the Royal Commission—an opinion which is endorsed by the Trustees of the British Museum themselves—that no drastic amendment of that clause of the principal Act which requires the British Museum to receive a copy of every publication in the United Kingdom, is desirable. We believe that it would be contrary to the best interests of learning if any attempt were made either to eliminate particular publications of the past, whether books, periodicals or newspapers, or hereafter to discriminate as to what publications should be preserved. That such elimination or selection would involve the engagement of a skilled and costly staff has already been indicated in paragraph 32 of our Interim Report, and it is, in our opinion, probable that any ultimate economy resulting from saving of space would be more than offset by the increased cost of the salaries of skilled selectors. Moreover, independently of the interests of learning on the one hand and of questions of administrative economy or cost on the other, we deem it of the highest public importance that there should be one great national repository which is, in general, compelled to receive and preserve copies of all publications,¹ however ephemeral some of these may at the moment appear to be, irrespective of politics, religion or morals.

9. There are however, certain clearly defined classes of material which at present come to the British Museum under the compulsory clause of the principal Act, to which the objections summarised above do not apply. These classes are (1) registers of voters, (2) specifications of patents, (3) local railway and steamer time-tables. Of these three classes, registers of voters are already preserved at the Home Office and specifications of patents at the Patent Office, while local time-tables are included in the general time-tables issued by the railway and other companies. If power were given to the Trustees of the British Museum to refuse these categories, it is estimated that the saving in shelf space would amount to about 90 feet per annum. There would also be, we understand, a considerable saving of labour. The Board of Trade, on the application of the Trustees of the British Museum, are already authorised by the Copyright (British Museum) Act of 1915 (c. 38) to make regulations for the exclusion from the operation of the Copyright Act, 1911, of trade advertisements. We think that this arrangement might be extended so as to cover the three classes of material just named. Further, if statutory power were taken to exclude these categories, we think that it would be worth

¹ The fact that the material on which certain publications are printed may or may not be perishable does not affect the general duty of preservation.

while to exclude the following other categories even though the saving in space would, we are informed, be small: (a) Wall diaries, (b) books of blank forms such as account books, etc., (c) wall sheets of texts, alphabets and elementary instruction, and (d) blank register forms for schools.⁽¹⁾

10. In connection with the question of the Copyright Acts a suggestion has been made that British scientific periodicals and books, which under the principal Act are supplied by the publishers free of charge to the British Museum, might in future be deposited in the Science Museum Library instead of in the British Museum. We have very carefully considered this proposal, but, having regard to all the circumstances, we do not think that either the cause of efficiency or that of economy would be served by its adoption. The British Museum Library has always been and, in our opinion, should continue to be, a universal reference library, where the student, whether British or foreign, may always expect to find immediately at his disposal the material he has come to seek. The Science Library, on the other hand, in addition to its reference functions, is also a lending library. Again, the difficulty of discrimination would be very great. The World List of Scientific Periodical Literature, which might perhaps have been expected to afford the means of definition in the case of periodical publications, in fact includes a large number of periodicals which could only be regarded as scientific if that term were stretched so as to embrace the needs of humanistic study. The difficulty with regard to any definition in the case of books is greater still. Moreover, in view of the fact that the great majority of the institutions which form the University of London, as well as the majority of the hospitals and medical schools, are nearer to Bloomsbury than to South Kensington, it would not seem that the main body of scientific students would find South Kensington a more convenient centre than Bloomsbury. Further, we doubt if the cause of economy would be served by any such step, seeing that it would inevitably involve a larger addition to the Library accommodation of the Science Museum than would otherwise be called for. Finally, we are opposed to the principle of any disintegration of the supreme National Library.⁽²⁾ Its essential characteristic is that it is not confined to any single domain of learning, and on its present basis we believe it to represent the most far-reaching and most powerful aid to scholarship in the world.

¹ It was suggested that power might also be taken to exclude children's toy books and packets of games. This however, we have been unable to recommend. When it is a question of legislation, we are bound to have regard to the possibilities of even the distant future. There is no more interesting exhibit in the Græco-Roman room of the Museum to-day than that devoted to children's toys and games.

² We understand that a sectionalisation of the National Library was recently proposed in Belgium, but was rejected in the face of general protest.

Any defects in present arrangements as between the British Museum and the other great National Libraries can, in our view, be remedied by the scheme of methodical co-ordination which we have already recommended in Part I of our Final Report, paragraph 11 (i).

Effectiveness of the Library.

Purchase Grant.

11. The comprehensive character of the British Museum Library is not determined solely by the supply of books which it automatically receives under the terms of the Copyright Acts, and under similar legislation of the Irish Free State, the Dominions of Canada, of South Africa, and of India. It is essential that it should obtain annually a large number of foreign books and periodicals. It is also necessary for it to fill the gaps in respect of books published in the United Kingdom before the Copyright Acts were as vigorously enforced as in fact they have been since the keepership of Panizzi (1837-56). The purchase grant of the British Museum at Bloomsbury amounts to £25,000 per annum, and by this we mean the purchase grant in respect of all the Departments—of Antiquities, of Prints and Drawings, of the various specialist Departments and of the Library. Prior to 1912 the total was £22,000. In 1912-13 it was increased to £25,000, i.e. to the figure at which it stands to-day.¹ Out of this sum the Trustees have assigned £5,000 for the purchase of new foreign books and periodicals, and £1,500 for the purchase of old books. These allocations for the Library are the same to-day as they were before the war. Meanwhile, it is estimated that the prices of new foreign books have increased by 50 per cent., while the prices of old books and periodicals of the class which the Museum would wish to acquire have increased anything up to ten times their pre-War value. In these circumstances it is not surprising that we have received representations that the sums at the disposal of the Library are at present inadequate to maintain the unique position it has hitherto held in the world.

Meanwhile we understand that a new Society of "Friends of the National Libraries" is in process of formation, a Society which would assist the National Institutions to secure such treasures as early printed books, correspondence of eminent men, and rare manuscripts which cannot fairly be classed as works of art. The new Body would supplement the work of the National Art Collections Fund in this particular field. We believe that the work of such a Society will be invaluable, not only in assisting the National Libraries to add to their treasures, but in stimulating public interest. We hope that the Society may be in a position to begin its excellent work

¹ During the War the grant was reduced to £3,000 per annum. The grant of £25,000 is exclusive of the grant of £6,700 for the Natural History Museum.

at an early date. But the formation of such a Society by no means absolves the State from its duty.

Accordingly we strongly recommend that an adequate purchase grant be placed at the disposal of the British Museum for ordinary purchases of new foreign books and periodicals, and for filling up gaps in various categories of older books.

The Catalogue of the British Museum Library.

12. We understand that proposals are under consideration by the Trustees of the British Museum for reprinting their great Catalogue of Printed Books, and we are glad to learn that the cost of this undertaking will be recouped by subscriptions from the great Libraries in various parts of the world, and particularly in the United States of America. The British Museum Catalogue has been described as an instrument for learning comparable with the Dictionary of National Biography and the Oxford English Dictionary. The cost of each individual set—somewhere about £500—is necessarily high. It is all the more gratifying to learn that the response to the preliminary circular issued by the Trustees has so far been satisfactory. We hope that the full quota necessary to ensure the complete success of the scheme will be made up very shortly.

Central Cataloguing.

13. In the Report of the Public Libraries Committee⁽¹⁾ a scheme for a central supply of catalogue cards for new publications to libraries throughout the country was recommended. Such a service has, we understand, been carried out for many years past in the United States of America by the Library of Congress. In this country there is no corresponding organization, and each of the great libraries, as well as the numberless smaller libraries, have to prepare their own catalogue slips. Such arrangements would hardly seem to be in accord with efficiency and economy. It was estimated by the Public Libraries Committee that "there are probably in Great Britain six hundred public libraries, University, College, special and institutional libraries, and some private libraries, which would subscribe for catalogue cards as soon as the scheme was in full working order." The same Committee also expressed the belief that a Central Cataloguing Agency to supply catalogue cards for new publications to libraries throughout the country would become one of the most useful forms of co-operative service. If such an agency were established in the British Museum, an important advance towards library efficiency, economy and co-operation would be achieved. We share the view of the Public Libraries Committee as to the potential usefulness of a central organization, and we would express the hope that the Central Cataloguing scheme, which has so far made no progress, may receive the earnest

¹ Paragraphs 484 to 508.

consideration of the proper authorities. The Trustees of the British Museum in collaboration, possibly, with the Library Association and with the Central Library for Students would doubtless be able to devise an effective arrangement.

Excavations.

14. The pre-eminent position of the British Museum is due in large measure to the excavations which for over a century have been undertaken, either under its direction or on its behalf, by distinguished archæologists in various parts of the world. It should hardly be necessary to remind the public of the immense debt which the collections already owe to the excavator. Obvious examples are the Nereid Marbles, the Demeter of Cnidos, the sculptures from Ephesus and from the Mausoleum at Halicarnassus, and the wonderful finds from Ur of the Chaldees. It goes without saying that we regard it as of the utmost importance that the Museum should be in a position not only to continue, but to extend, its expeditions abroad.

But, while we desire to emphasise the value of excavations abroad, we should like also to suggest that a more active policy might be pursued by the Trustees in the matter of excavations at home. The importance of the question has been indicated in evidence given before us by Mr. C. R. Peers, President of the Society of Antiquaries: "I think we may say without boasting that field work in Britain during the last quarter of a century has added more to our knowledge of native antiquities, mainly of course prehistoric, than any previous age can show. This has been due almost entirely to private enterprise. Good as the results are, they would have been far better if they had been the outcome of an organized scheme, directed from a single centre. For England, at any rate, that centre should be the British Museum, and I should greatly like to see such a function recognised as part of the ordinary routine of its officers."⁽¹⁾ It has also been brought home to us, from our investigations abroad, how much the German Museums have benefited as a result of the close contact which is maintained by them with archæological research in their own country. Trier is a noteworthy example from this point of view. There is a special director of excavations who has his headquarters in the Museum, and the Museum has the first choice of any objects that are found. Its contents have been very largely built up in this way. Incidentally, the public conscience has been educated, with the result that chance archæological finds, instead of being wilfully destroyed or thoughtlessly thrown aside, as too often happens amongst ourselves, are brought to the notice of those who can interpret them properly and can form a just estimate of their

¹ Q. 4717.

value.⁽¹⁾ It is clear, of course, that the British Museum could not itself undertake duties which would more appropriately be discharged by local Museums. But if the scheme of affiliation with selected provincial Museums, adumbrated in paragraph 17 Part I of our Final Report, matures, the work of excavation of prehistoric and Roman sites at home would receive more scientific and concentrated attention. If such a scheme were to be developed, we believe that the British Museum, acting in co-operation with the Society of Antiquaries of London and with duly accredited Societies of a similar character elsewhere, would not only benefit itself, but would stimulate archaeological studies all over the country.

Structural Condition.

15. In considering the structural condition of the British Museum, we have had regard, in particular, to the question of fire risk and of the safety of certain galleries as affected by the stresses on the cast-iron girders supporting them. A Sub-Committee of the Commission⁽²⁾ has gone very carefully into these questions, and we desire here to express our indebtedness for the invaluable aid freely afforded us in the course of our enquiry by the Office of Works, by Messrs. Mott, Hay and Anderson, by the Chief Officer of the London Fire Brigade and by the Surveyors of the London Fire Offices Committee. The matters concerned are highly technical, and we do not think that any useful purpose would be served if they were dealt with at length in this Report. Briefly, the position may be stated as follows. A large part of the British Museum was built about a century ago, and falls short of the ideal standard of construction according to modern theories. There are two main alternatives, since the entire reconstruction of the whole of the older part of the Museum—including the Reading Room—is impracticable:—

(i) The gradual reconstruction of floors and roofs at a cost of some £340,000 in accordance with a scheme recommended by the Office of Works.

(ii) The introduction of various methods of reducing existing risks and, in particular, the strengthening of the fire patrol.

It is clear that the question of what ought or ought not to be done could be argued either way. On the one hand it might

¹ The case of Treasure Trove was specially brought to our notice. We are glad to learn that, as the result, an arrangement has been reached between the Treasury and the British Museum under which the Museum will deal direct with the finders as soon as the claim of the Crown has been definitely established by the Treasury.

² This Sub-Committee was constituted as follows:—Sir Richard Glazebrook, K.C.B., F.R.S. (Chairman), The Hon Evan Charteris, K.C., Sir Lionel Earle, K.C.B., K.C.V.O., Sir Henry Miers, F.R.S., Sir Robert Witt, C.B.E.

be urged that, in the case of an Institution like the British Museum, which contains within its walls perhaps the most valuable collection of objects in the world, no expenditure should be spared in making the present building secure; that the danger from fire is accentuated by the proximity of other buildings in the neighbourhood; that fire-resisting reconstruction may be regarded as a form of insurance; that in the case of a building a hundred years old the reconstruction of the floors on modern and fire-proof lines will sooner or later be necessary. On the other hand it might be pointed out that absolute security is unattainable; that old buildings can never be satisfactorily modernised; that a Museum which is in the hands of the builder for twenty or thirty years will be gravely hampered in its duties both to the public and to the student; and that the precautions taken by the Trustees to safeguard their treasures have proved adequate for close on two centuries.

We do not feel justified in making specific recommendations on this question, as we think it can only be decided by Your Majesty's Government after full consideration of all the circumstances in the light of the various reports we have received.⁽¹⁾ But, independently of any decision which may be reached as to the need for ultimate reconstruction in the case of the British Museum, it seems to us that any practicable measures designed to reduce fire risk, such as the strengthening of the fire patrol, are eminently desirable.

In connection with our recommendation⁽²⁾ that the second entrance to the British Museum, giving access to the King Edward VII Galleries should be opened to the public at the earliest possible moment, we recommend that the lift which was constructed at considerable expense to carry visitors to the upper galleries, should be brought into immediate use. Access to the Print Room would thus be greatly facilitated.

The British Museum Laboratory.

16. In January, 1919, the Trustees of the British Museum enquired whether the Department of Scientific and Industrial Research might be consulted by them on scientific problems affecting the Museum collections. The Department of Scientific and Industrial Research at once responded, and in due course a small laboratory was established on premises adjoining the Museum under the direction of Dr. Alexander Scott, F.R.S. The brilliant work of restoration carried out in this laboratory is so well-known that we need not dwell upon it here. We are concerned only to suggest a modification that would make for administrative convenience, and lead to a somewhat fuller use of the

¹ These reports we have conveyed to the Lords Commissioners of Your Majesty's Treasury, to the Trustees of the British Museum and to the First Commissioner of Works.

² Final Report, Part I, para, 26 (2) (vi).

assistance offered. Hitherto, while the Trustees of the British Museum have supplied the premises, the Department has provided and maintained the necessary staff. We understand that it would facilitate the correlation of the work of the laboratory staff with that of those members of the Museum staff who are concerned with repairs and conservation, if the maintenance of the laboratory were in future to be borne on the British Museum Vote. The proposed transfer is deemed desirable both by the Department and by the Trustees, and we recommend that the necessary arrangements should be made accordingly. It is the wish of the Museum authorities that they should continue to work in close touch with the Department of Scientific and Industrial Research, and it is essential that they should continue to have the Department's assistance in the selection of their staff, in order to guarantee its scientific competence. We hope that arrangements will be made to ensure that the resources of the laboratory are also available for the assistance of other National Museums and Collections, if and when they are required.

THE NATURAL HISTORY MUSEUM.

17. We have already in our Interim Report dealt at length with the urgent accommodation needs of the Natural History Museum,⁽¹⁾ and our recommendations have been endorsed by Your Majesty's Government. We have only to express the hope that the whole of the additions recommended will be completed at the earliest possible date.

The other main question in the case of the Natural History Museum, apart from the method of government, which is dealt with in paragraphs 2 to 6 preceding, is, in our view, that of staffing. It is not possible for us to make detailed recommendations on this head. A satisfactory solution can best be reached by direct negotiations between the authorities of the Museum itself and the Establishment Branch of the Treasury. We can only express our general view that the present staff is not adequate to the many duties which it is called upon to perform, and at the same time direct attention to the Memorandum which was carefully prepared by a special committee of the Royal Society at our request,⁽²⁾ and to the full Memorandum which was submitted to us on behalf of the Trustees by Mr. Tate Regan.⁽³⁾

Finally, we recommend that such necessary supplement should be made to the purchase grant for the acquisition of specimens

¹ Paragraph 33. See also para. 39 and the concluding paragraph of the Summary of Recommendations on page 49.

² Printed as an Appendix to our Interim Report, see specially pp. 52-3.

³ Published in the Volume of Evidence accompanying the Interim Report, pp. 29-39.

as will enable the Museum to take a more active part in expeditions abroad. We believe that it is by this method that the best scientific results are likely to be attained.⁽¹⁾

The Question of the Herbaria at the Natural History Museum and at Kew.

18. Among the multifarious questions which we have had brought to our notice that of the relation (if any) which ought to subsist between the Royal Botanic Gardens, Kew, and the Botanical Department of the Natural History Museum at South Kensington has proved conspicuous for the perplexities by which it is beset. If, for example, the existing situation be looked at from the point of view of the practical convenience of research workers, the maintenance of two entirely independent National Herbaria seems an obvious anomaly, inasmuch as anyone who wishes to make an exhaustive survey of a particular part of the field will find it necessary to visit both and even so may be hampered by the impossibility of instituting that close comparison between individual specimens which may be essential to the complete success of his enquiry. Yet, as Sir David Prain has shown in his most interesting Memorandum,⁽²⁾ each Herbarium is an indispensable wheel in the machinery of the Institution to which it is attached. To bring the two parts together would therefore inevitably involve the transference of one or other of the wholes. It is clear that Kew Gardens cannot be moved to South Kensington. It is equally clear that, if the Botanical Department at South Kensington were taken to Kew and a single national collection of Botanical Science developed there, a longer journey would be imposed upon such members of the public as at present find their needs completely satisfied by South Kensington.

In regard to this particular point, we find ourselves in entire agreement with the opinion expressed by the Royal Society in the carefully balanced Memorandum with which they have supplied us. While registering a verdict of *Non liquet* on the main issue, they "are not convinced that, with the present and future facilities for travelling the relatively short distance, the removal would cause a serious hindrance to research or study." We also share the Royal Society's view regarding what seems to us the most formidable objection which could be urged against the transfer—the fact that, if it were carried out, the Natural History Museum would lose the character which it at present possesses as the National Museum for all the systematic biological sciences. We appreciate to the full the feelings that are here crystallised. We should regret the breach with an honourable tradition. We frankly recognise too that the arguments in favour

¹ Q. 446-7, and Memorandum submitted on behalf of the Trustees, Volume of Evidence accompanying the Interim Report, p. 38.

² Printed in the Vol. of Evidence accompanying Part I of the Final Report.

of a continuance of the present system are not by any means sentimental only. Nevertheless, we cannot regard the objection as being, in the words of the Royal Society's Memorandum, "so strong as to have decisive appeal by itself, or even to weigh seriously against a strong reason for transfer of the Kensington Herbarium to Kew if such exists."

The Society were disposed to think that, if such a reason did emerge, it would probably be in connection with "the general necessity for increased accommodation at South Kensington." We are satisfied, however, that with the acceptance by the Government of the recommendations made in our Interim Report, the problem of accommodation there has lost its immediate urgency. In the circumstances, our natural impulse would be to follow the Royal Society in their acceptance of the principle *Quieta non movere*. Unfortunately we have had it borne in upon us that the quiescence is more apparent than real. The fundamental difficulties which have on more than one previous occasion made the question so acute as to demand special investigation still persist unchanged, if, indeed, they have not actually become intensified since the last enquiry took place. We refer to that carried out in 1901 by a special Committee presided over by Sir Michael Foster and containing some of the most eminent botanists of the day. With one exception this Committee was in favour of concentration at Kew. The dissenting voice was, indeed, a notable one—that of the late Lord Avebury. But it is highly significant that even he was not satisfied that all was well with the arrangements made for the State support of Botanical Science. His remedy was to transfer Kew Gardens to the care of the British Museum Trustees, and so to bring about a unification which should be not local but administrative.

After anxious deliberation we have reached the conclusion that, in view of our terms of reference, we should not be justified in refusing to face the ultimate question. In approaching it we have all of us endeavoured to allow our perspective to be determined by one consideration, and by one consideration only. What is the solution of the problem that would best promote the interests of botanical study generally? This is primarily a question for specialists. Accordingly we have weighed the opinions of various individual botanists and other men of science who have been good enough to give us the benefit of their opinion on this specific point, and on the balance we incline to the view that a combination of the two institutions represents the ideal that should be aimed at. We have been assured that, if such a combination could be effected under favourable conditions, the result would be to put this country in the happy position of possessing a centre for botanical study which would be without a rival in the world.

At the same time we are not blind to the numerous difficulties of a practical character which stand in the way of so desirable a consummation. We therefore refrain from making a

definite recommendation that the Botanical Department at South Kensington should be transferred to Kew forthwith. Such a recommendation would probably share the fate of the Report which was framed by the Committee of experts who considered the matter 28 years ago. We prefer to record our almost unanimous opinion ⁽¹⁾ as to the end which ought to be kept in view, and to add to this a recommendation that the various parties concerned—notably the Trustees of the British Museum and the Ministry of Agriculture, both of whom can be trusted to take a wide and statesmanlike view of the matter—should without delay review the whole position in the light of the conclusion at which we have arrived. We are certain that, given goodwill upon both sides, the practical difficulties, serious as they may be, could be made to disappear. If we offer no suggestions as to how they should be dealt with, this is not because we are disposed to ignore their existence or even to belittle them, but because we feel that their thorough examination is a task which can only be carried out by the governing bodies of the Institutions themselves, in conjunction, if need be, with the Standing Commission, the establishment of which we put in the forefront of the recommendations made in the First Part of this Report.

THE NATIONAL GALLERY.

The System of Government.

19. The question of the best method of government for the National Gallery has been actively canvassed from time to time during the century of its existence. The subject has indeed been discussed with a degree of acrimony peculiarly calculated to darken counsel. In the course of their labours in 1853, the Select Committee of the House of Commons found themselves confronted with "the evidence of witnesses, whose fervent love of Art seems to have kindled some personal animosity." Thus:—"Mr. Morris Moore . . . further states that the evidence given by almost every witness is worthless, and that Sir C. Eastlake and Mr. Uwins are alone responsible for the lamentable proceedings at the National Collections. Mr. Uwins, with equal confidence, pronounces a directly opposite opinion; he has characterised the evidence of Mr. Morris Moore as displaying a mass of ignorance and want of intelligence. He declares that one picture, so far from being brilliant before it was cleaned, was dark, dingy and abominable in his sight; whereas now it is exactly what the Master intended, all

¹ This opinion is not shared by Sir Henry Miers, who feels that no conceivable gain would compensate for the disadvantages to science that would result from the dismemberment of the Natural History Museum, and the loss to the public caused by the removal of the Botanical Department. He would prefer to seek a remedy in a fuller differentiation of the functions of the two institutions, in their systematic and other scientific work, as well as in their Museum exhibits.

harmony and sweetness, a school of art in itself."¹) We have sympathy with our predecessors, as we have ourselves received evidence on somewhat similar lines.

The Select Committee of 1853 were very critical of the situation which they found to exist at that date. They observed that the Trustees had gradually taken a more active part in the management of the Institution, to an extent which had ultimately placed them in the position of immediate directors of the Gallery. They criticised the absence of any rules defining duties and functions, and pointed out that "it would have been desirable either that the Treasury should have laid down more specific instructions for the management of the Institution, or that the Trustees should have provided a remedy for the defect, by framing, as in the case of the British Museum, regulations for their own guidance and that of the subordinate officers." While they recommended that management by a Board of Trustees should continue, they urged that a salaried Director should be appointed by the Treasury for a definite time, at the conclusion of which he might be reappointed, and that every recommendation for the purchase of a picture should originate from the Director and be made in writing to the Trustees. As a consequence of the Report of the Select Committee the Lords of the Treasury drew up a lengthy Minute on the 27th March, 1855. Accepting the criticism of the Select Committee as to the lack of instructions, the Treasury defined the situation in a document of nine folio pages which was presented to Parliament. "In approaching this task, My Lords understand that the great essential principle aimed at by the Committee was to secure, in the management of the National Gallery, the advantage of the full and undivided responsibility of an officer highly qualified and liberally remunerated; and that while it was contemplated that such officer should have the aid and assistance of unpaid Trustees, yet the relative position of the Director and Trustees should be such as should in no way weaken the responsibility of the former"

The Minute stated that "Their Lordships are of opinion that the continuance of Trustees is desirable, not for the purpose of sharing, except in a very limited and definite form, the responsibility of the Director, but in order to keep up a connexion between the cultivated lovers of Art and the Institution, to give their weight and aid, as public men, on many questions in Art of a public nature that may arise, and to form an indirect and useful channel of communication between the Government of the day and the Institution. Without this aid the Director would be in a high but insulated position, reporting periodically to the Treasury, but missing the counsel and experience of the Trustees, and being without that stimulus to exertion which the

¹ Report of the Select Committee on the National Gallery, 4th August, 1853, pages X-XI.

knowledge of the bond of union existing between the lovers of Art in this country and himself, through the medium of the Trustees, would be calculated to afford." Final responsibility in cases in which any difference of opinion might arise must be fixed on the Director. The Director selected by My Lords was Sir Charles Eastlake, the President of the Royal Academy. The appointment was to be for a term of five years, but the Director was to be eligible for reappointment.

The system laid down by the Minute of 1855 survived for 40 years. It was substantially modified by a Treasury Minute, dated the 26th April, 1894. The Minute pointed out that under the previous arrangement "The Trustees, while apparently occupying a position of authority and responsibility, are debarred from the exercise of any real power, and this appears to Lord Rosebery (then First Lord of the Treasury) to constitute an anomaly which should, if possible, be removed."

In future the Director "while still acting as the chief executive and administrative authority of the Gallery should also take his place as a member of the Board, and any decision, whether on the acquisition of new pictures, the preservation of those already in the Gallery, or the management of the Institution, should be arrived at in the usual manner on the responsibility of the Board as a whole." The Minute proceeds to point out that "The Director, from his greater knowledge and his constant devotion to the duties of his office, will naturally have an important influence in the deliberations of the Board; and should any serious difference of opinion arise, the matter can be referred to the Treasury for decision." In cases of emergency he was empowered to act on his own responsibility.

Resolutions known as the Lansdowne Resolutions were passed by the National Gallery Board on the 10th June, 1902, Lord Carlisle dissenting. These Resolutions were designed to limit the powers of the Director, especially as regards the purchase of pictures. But the Treasury pointed out that they could only become legally operative if embodied in a new Treasury Minute. The present position is that no new Treasury Minute has been issued altering the basic relations between the Board and the Director.

Two modifications deserve to be recorded, but they do not affect the main position.

(i) The minute of 1894 continued the five-yearly tenure of the Director. In 1916 Mr., now Sir Charles, Holmes was appointed Director, and, as he had held a Civil Service position for several years, the Treasury Minute of appointment, dated the 3rd August of that year, deemed it "inequitable that he should lose the privileges attaching to his status as an established Civil Servant." In his case, there-

fore, the appointment was to be subject to the regulations governing the Civil Service. In the case of future appointments the Minute pointed out that the conditions as regards tenure would be open to reconsideration.⁽¹⁾

(ii) The tenure of Office by Trustees was by the same Minute changed from that of lifelong appointment to that of appointment for a period of seven years. "At the termination of this period the retiring Trustee should not be eligible for re-appointment until one vacancy has been filled on the Board of Trustees."

20. We have been at pains to review the principal phases of development in the government of the National Gallery, because it is not possible otherwise to obtain a clear understanding of the existing situation.

21. Our conclusions are briefly as follows:—

(1) It is desirable, in considering the efficacy of various systems of control, to ignore rhetoric and invective, and to have regard to broad results. The period from 1824 to 1855 represents the phase of early growth and experiment. Certain weaknesses which had betrayed themselves in the administrative machine were pointed out by the Select Committee and were remedied by the Treasury Minute of 1855 to which we have referred. Yet it is easy to get a distorted idea of the defects of the system or lack of system that prevailed during that period. In justice to the Trustees and to the officials of that day it is necessary to point out that some of the great masterpieces in the collection were purchased between 1824 and 1855, while the Gallery was at the same time enriched by magnificent bequests. The period from 1855 to 1894 was the period during which the Director was given the powers of a benevolent despot. That these powers

¹ Sir Robert Witt desires to add the following observation with regard to the period of appointment of the Director:—during the period in which the Gallery's main growth and development took place, viz. between 1855 and 1894, the Directors were all appointed for periods of 5 years only, renewable, and in practice always renewed, at the end of that period. From 1894 until 1916 the same system prevailed, and it was only in 1916 that a Director was appointed under the usual Civil Service conditions, in general involving retirement at the age of 60 or, if the appointment is prolonged, at 65. Sir Robert Witt considers that a system which worked so well for so long in this particular Gallery in ensuring a succession of men with new outlooks, new ideas and new personalities is worthy of continuance, especially in view of the desirability of increasing the power of the Director and the weight of his authority, objects even more to be recommended in the case of the National Gallery than in the case of any other Institution. On the other hand these advantages must be weighed against some element of personal insecurity and pecuniary disadvantage under the old system, which in theory might have been expected to limit the choice of men able to accept the position, though it did not do so in practice. This difficulty, he considers, could be met by suitable provisions as regards salary and pension.

were often brilliantly exercised a glance at the acquisitions made during these years will suffice to show.⁽¹⁾ But benevolent despotism, however well suited to particular stages in the history of nations or institutions, has its obvious disadvantages and, as we have seen, the Treasury Minute of 1894 deprived the Director of his absolute powers. The change, as far as we can judge, having regard to outward and visible results, has been followed by no diminution in the prestige of the National Gallery. On the contrary, in our judgment, the National Gallery has never made more rapid progress nor stood higher in public esteem. As a distinguished foreign expert has said: "The English Museums form a large part of the European patrimony, and therefore their increase interests also the Continent, and many of your recent acquisitions, especially those of the National Gallery, met with universal approbation. A good acquisition does not merely augment the number of the exhibits, it broadens the significance of the whole . . . Yet more essential for the prosperity of a Gallery than rich bequests or important additions, is the spirit of the public and the extent of their sympathy. To observe this sympathy, to meet it in the right way, is more urgent than to discover the right balance of power between Trustees and Director, put by chance or by tradition in their place of authority."⁽²⁾

(2) In effect, the Treasury Minute of 1894 brought the Trustee system at the National Gallery into closer accord with the Trustee system as understood in other institutions. In our National Museums and Galleries the supreme administrative authorities are either a Board of Trustees or a Minister. In either case the position of the Director, while plainly one of great responsibility and power, is not a position of sovereignty.

(3) For this reason we think that confusion and controversy would be avoided in future if the Director of the National Gallery occupied precisely the same position as the Directors of the other National Institutions which are governed by Boards of Trustees. At present his position is anomalous. For by the terms of the Treasury Minute 1894 he was made a Trustee. In our view, the two positions of Director and Trustee are incompatible. The same anomaly exists in the case of the Tate Gallery. While the dual position may be deemed theoretically to increase the Director's power, practically, in our opinion, it diminishes it.

¹ Acquisitions made by the National Gallery at various periods will be found recorded in Appendix II to Sir E. T. Cook's *Handbook to the National Gallery*, 8th edition, 1922.

² Letter from Dr. F. Schmidt Degener, Director of the Rijksmuseum, Amsterdam, relative to the general aspect and character of the British Institutions, pages 153-4, Volume of Evidence to Part I of the Final Report. See also the letter of Dr. S. Reinach printed in the Volume of Evidence accompanying the Interim Report, p. 305.

In workaday life confusion of personality is embarrassing. In the case of the other National Institutions where this anomaly does not exist, there is no complaint that the Director has insufficient power. Wise Boards of Trustees do not unduly fetter or interfere with their principal officer, who is apt to receive the confidence his action inspires, and the latitude he exercises with discretion and judgment.

The Director is the "chief executive and administrative authority of the Gallery," and his position as such requires that all the staff should be responsible to him and under his control. In this respect we think that the Treasury Minute of 1894, so far as it affects the position of the Keeper and Secretary, should be modified.

(4) It is essential that the prospective Trustee, however distinguished, should not be one likely to forget that the duties required of him as a Trustee differ from the duties required of the Director. It seems to us that friction in the past has at different times arisen from confusion of function: either the Director has been placed in the invidious position of being an autocrat, or certain of the Trustees have, in effect, endeavoured to do the work of the Director.

(5) While it may be admitted that practising artists are not always the best critics of the art of former ages, we think that they should not be wholly unrepresented on the Board. It is undesirable that any hard and fast rule should be laid down in this matter. If the Director of the Gallery is himself an artist, as has generally been the case in the past, we doubt if the addition of an artist member to the Board would be likely to have any very useful result. In all the circumstances we suggest that, if it be thought desirable at any time to add an artist member to the Board, the First Lord of the Treasury might ask the President and Council of the Royal Academy to submit a name or alternative names for consideration. Any prescriptive right of nomination is to be deprecated. What is required is the widest freedom of choice in nominating to the Board of the National Gallery.

(6) We have given anxious consideration to the question whether it would be possible or desirable in present circumstances to draw a precise distinction between matters of policy and matters of technical importance in the administration of the Gallery. We have reached the conclusion that hard and fast definitions can seldom be satisfactory, and, that so far from eliminating friction and difficulties, they may tend in the long run to create them. As regards the question of purchase, for instance, we were assured by Sir Charles Holmes that in practice during his term of office "the Board with one or two exceptions, and these not supremely important, has always acted on the

Director's recommendation."⁽¹⁾ The truth about these matters is that, if Boards of Trustees and Directors are well chosen, friction ought not to arise, and that, if they are not well chosen, no amount of definition will ease the situation.

Representation of the British School of Painting.

22. The National Gallery and the Tate Gallery might be expected to contain between them representative examples of the work of British artists of all periods. Actually the National Gallery displays very few paintings by British artists of the seventeenth century or earlier, while the Tate Gallery begins with Hogarth. English artists of even the eighteenth and early nineteenth centuries are at present quite inadequately represented. Thus the nation whose word "sport" has been incorporated into the languages of Europe has so far done little or nothing to build up a collection of sporting pictures. It seems to us that the time has come when a more concentrated effort is needed to ensure that opportunities for acquiring pictures by English artists in preceding centuries are not lost.⁽²⁾ The question whether such pictures should be exhibited in the National Gallery or in the Tate Gallery is of secondary importance. The essential thing is to remedy deficiencies. The question of allocation may safely be left to be settled by the two Boards. We hope that the necessary space will be made available as soon as possible. Meanwhile we recommend that no time should be lost in making suitable acquisitions. We do not doubt that generous donors will assist the authorities in their task. If the need should arise, the purchase grant should be specially supplemented.

¹ Q. 2245.

The suggestion has been put forward that the Trustees have in recent years overborne the views of their Director, and both ignored his recommendations for purchases and also made purchases contrary to his advice. The evidence before us establishes that these suggestions are unfounded. From the evidence of Sir Charles Holmes it is shown that within the last thirteen years there has never been any case of a picture bought by the Trustees against the wishes of the Director. He added, "I wish particularly, when giving evidence here, to say that only in two cases that I remember have the Board turned down a suggestion. In the one case it was turned down, and I would like this to be placed on record, on the question of price. . . ." In the second case the purchase recommended by the Director was a Chinese fresco, involving a new question of principle.

² For example, it sometimes happens that the National Portrait Gallery is offered portraits by artists whose names are well-known, though the identity of the individual painted is not established. Consequently the picture cannot be acquired by the National Portrait Gallery. If, irrespective of identity, the work is of artistic merit, it might automatically be offered to the National Gallery on the understanding that, if the identity is subsequently established, the National Portrait Gallery shall be given an opportunity of having it.

List of Desiderata: National Gallery Practice.

23. In this connexion we recommend that the practice of the National Gallery in keeping up to date a list of artists unrepresented and of particular pictures which it desires to obtain should be adopted by other Museums and Galleries, and that such a list should be available confidentially for the use of benefactors to the Institution.

Statutory Restrictions.

24. There are certain statutory restrictions as regards the sale and the loan of pictures, which are imposed upon the Trustees of the National Gallery—the restrictions apply equally to the Tate—by two Acts of Parliament passed in 1856 and 1883 respectively.⁽¹⁾ We have already in paragraph 19 of Part I of our Final Report dealt with the desirability of modifying the National Gallery (Loan) Act of 1883, with a view to enabling the Trustees to lend pictures overseas under certain conditions, and in that respect we have nothing to add. As regards the Sales Act of 1856, we have only to say that we believe that it is in effect a dead letter, and, after a review of all the circumstances, we are of the opinion that extended powers of sale are not necessary.⁽²⁾ As regards the Loans Act of 1883, our general conclusion is that that Act, subject to one minor amendment, confers upon the Trustees adequate powers in respect of loans within this country. The amendment we would suggest is as regards the restriction preventing the loan of gifts and bequests until fifteen years have elapsed from the date of acquisition. We recommend that this clause⁽³⁾ might be so modified as to empower the Trustees to lend before the period of fifteen years has elapsed, if the person who makes the donation or bequest definitely authorises the Trustees so to do. We hope that present and future donors will allow the responsible authorities as much latitude as possible in this direction. Our conclusions as to the disadvantages of any general interference with bequests are set out in paragraph 28 of the First Part of our Report.

Loans to Provincial Museums and Galleries, etc.

25. We suggest that pictures of the National Gallery available for loan—the Reference Section of the Gallery contains a considerable number of such pictures—should be organised as far

¹ The restrictions in question are summarised in the Memorandum submitted by the Trustees published in the Volume of Evidence accompanying the Interim Report, p. 162.

² The danger that extended powers might alienate intending donors, the risk that a sale which might be deemed desirable by one generation might be lamented in the next, the practical difficulties of exercising the powers beneficially are among the considerations which influence us. It is, however, worthy of record that certain great foreign galleries possess powers of sale which have been occasionally exercised.

³ 46 Vict. c. 4. section 4.

as possible on some carefully considered basis, whether of period, nationality, subject, or artistic evolution, so as to smooth the path of local curators who desire loans for their institutions.⁽¹⁾

Storage of Pictures.

26. Considerable space could be saved in regard to pictures which are temporarily or permanently not required for exhibition, if storage racks were provided on the principle adopted by the Fogg Museum (Harvard) and other important American galleries, the object being to secure that the pictures occupy a minimum of space, that they are immediately and conveniently accessible and can be displayed on the wire netting of the racks for close examination whenever required by the student.

THE TATE GALLERY.

Government of the Gallery.

27. Until 1917 the Tate Gallery was entirely controlled by the Trustees of the National Gallery. By Treasury Minute dated 24th March, 1917, a separate Board of Trustees was constituted in accordance with the general recommendations contained in Part IV of the Report of the Committee of Trustees of the National Gallery, presented in 1915. In accordance with this Minute the new Board was to contain not less than three representatives from the National Gallery Board, the other members of the Board consisting of persons with a knowledge of, or interest in, modern and contemporary art. By a subsequent

¹ In this connexion we were impressed by the evidence given before us by Mr. F. V. P. Rutter (Q. 3758):—

"In my opinion the most useful loans to Provincial Art Galleries are circulating collections, and in this respect I should like to support and confirm the evidence already given by Dr. E. E. Lowe. I entirely agree with him that collections to illustrate Schools of painting would be very valuable. The greatest difficulty I had to contend with at Leeds was the general ignorance about all Schools of painting prior to about 1850. My experience as a lecturer at other provincial cities has impressed on me that the same difficulty confronts the Curators of most municipal galleries. I consider that the greatest educational need of the provinces, as regards art, could be best met by the organisation of a series of circulating collections, illustrating the history of painting from the Italian Primitives to, say, the end of the eighteenth century. I attribute largely to this ignorance of the Old Masters the tendency of provincial art gallery committees to look upon all pictures solely as illustrations and to ignore their decorative, aesthetic and historical value. The organisation of these circulating collections is a matter which requires much thought, but I imagine it could be done best from the National Gallery. I do not suggest that the most precious masterpiece here should be sent travelling, but I believe that a sufficient number of School pieces and minor works could be spared to form circulating collections of the highest educational value."

Treasury Minute of 6th July, 1920, four artist Trustees were added to the Board, it being laid down that these Trustees should hold their appointments in a personal and not in an official or representative capacity. In the Treasury Minute of 24th March, 1917, it was clearly laid down among other matters—

(i) that the new Board should have authority to acquire British paintings produced within a limit of a hundred years before the date of acquisition as well as British drawings and sculpture of any period;

(ii) that the management, administration and discipline of the gallery at Millbank should also be placed under the supervision of the new Board, subject in financial matters to the control of the Accounting Officer for the National Gallery Vote;

(iii) that all the existing property and future acquisitions of the National Gallery of British Art should remain as they had hitherto remained vested in the Trustees and Director of the National Gallery, who would continue to have the right both to requisition any pictures at Millbank which they might desire to exhibit at the National Gallery, Trafalgar Square, and to transfer any pictures of the British School from Trafalgar Square to Millbank.

It was the object of the Committee of Trustees of the National Gallery (the Curzon Committee), on whose recommendations the Treasury Minute of 1917 was mainly based, to secure at one and the same time a separate identity for the Tate Gallery and the closest possible co-ordination with the National Gallery Board. They considered that there were overwhelming reasons against complete severance, among them the need for constant interchange of contents between the two Galleries, and the desirability of maintaining "the principle of the essential unity and continuity of national pictorial art." Furthermore, they indicated that a multiplicity of wholly independent Boards dealing with the same class of subjects is, as a general rule, to be deprecated. The remarkable growth and development of the Tate Gallery since 1917 have abundantly justified the constitutional change introduced at that date, and it might not unnaturally be thought that the time had come when a greater measure of autonomy should be granted so as to make the Tate Gallery independent owner of its possessions. We have carefully considered this question, but we think that the reasons urged by the Curzon Committee retain all their original force. Moreover, we have ourselves in Part I of our Final Report strongly emphasised the importance of co-ordinated effort. There is, however, one anomaly which we think should be corrected following on our recommendation in the case of the National Gallery. Under the original Treasury Minute of

24th March, 1917, both the Director of the National Gallery and the Director of the Tate Gallery were constituted *ex officio* members of the Board of Trustees. In the case of the Tate Board no friction has hitherto arisen as a consequence of the Director exercising a dual function. Nevertheless we think the principle of dual function is essentially unsound and liable to create confusion. In this respect, therefore, we recommend amendment of the existing constitution.

Purchase Grant.

28. The Tate Gallery has at the present time no purchase grant definitely assured to it from national funds. Such a position is not consonant either with the importance or with the dignity of the Gallery as the National Gallery of British Art. It is true that for the past two years the Gallery has received the profits on its publications, estimated in the current year at £1,100. and that as an act of grace the Trustees of the National Gallery have assigned to it the income (£577 per annum) from the Clarke Bequest. We think that it would be better if more precise arrangements were made with a view to assigning to the Tate an adequate purchase grant.⁽¹⁾

Representation of Modern Foreign Schools.

29. We suggest for the consideration of the Trustees that it would be well if the representation of modern foreign schools of painting could be substantially strengthened. At the present time the only foreign school adequately represented is that of France. It is clearly desirable that the best work now being produced, not only in various countries of Europe, but in America and in the Great Dominions and Colonies, should have some representation.

Gallery for Loans and Temporary Exhibitions.

30. We recommend that in any extension of the Tate Gallery in the future, space should be reserved for a room for loan or temporary exhibitions. If such a room were provided, the disadvantages and labour involved in unhangings one of the existing rooms would be avoided.⁽²⁾

The Turner Bequest and Loans Abroad.

31. In Part I of our Final Report we have already emphasised the eminent desirability of loans overseas. In this connection we would urge that greater use should be made of the rich

¹ Q. 1619-1620.

² Memorandum of the Trustees printed in the Volume of Evidence accompanying the Interim Report, page 113, and Q. 1578.

resources of the Turner Bequest at the Tate Gallery. This great British artist is so fully represented in that Gallery and so comparatively unknown abroad that only by a liberal use of the power of loan can his fame become world-wide.

Representation of Modern Sculpture.

32. We believe that the present Director of the Victoria and Albert Museum, with the approval of the Board of Education, has agreed to a proposal to transfer certain works of modern foreign sculpture, at present exhibited in the Victoria and Albert Museum, to the Tate Gallery, when the gallery for modern foreign sculpture, to be provided by Sir Joseph Duveen, has been built. We strongly endorse the proposed arrangement, and suggest that it might be well if the position were defined in an agreement between the Victoria and Albert Museum and the Tate Gallery, on the lines of that already approved in the case of water colours and drawings.⁽¹⁾

THE NATIONAL PORTRAIT GALLERY.

33. The question of first importance in connexion with the National Portrait Gallery has already been dealt with in our Interim Report, namely the need for an extension of the present congested premises. We are glad to know that through the generosity of Sir Joseph Duveen our recommendation is in process of fulfilment. The educational value of the Gallery, and in particular the part which it can be made to play in the teaching of history, depends largely on the proper display of the pictures, on the provision of space for special exhibitions, and of facilities for lectures and the visits of school pupils.

Need for scientific catalogue and improved publications.

34. The educational value of the Gallery would further be greatly increased if its publications could be put on a more satisfactory footing. The Tutors' Association have represented to us "the importance from the standpoint of adult education, of a complete catalogue of the collections in the National Portrait Gallery, and of a series of guides or even postcards illustrating the history of literature and science, and portraits of workers in the different spheres of national life."⁽²⁾

As regards the question of a scientific catalogue, we understand that the Historical and Descriptive Catalogue of the

¹ The proposed agreement in respect of the national collections of water colours is referred to in para. 11 (3) of Part I of our Final Report.

² In their Memorandum printed in the Volume of Evidence accompanying the Interim Report, p. 288 (4).

Pictures, Busts etc. in the National Portrait Gallery, compiled by Sir George Scharf, which was published in 1888 and re-issued with various modifications⁽¹⁾ in 1896 and again in 1909, has long been out of print, and that the only catalogue which is at present available is the Illustrated List, containing a list of all the portraits on exhibition, with an index of artists and 122 illustrations. We are well aware that the inability of the Gallery authorities to reprint the original catalogue with its various supplements has been due to the pressure of economy, and in this connexion we would draw particular attention to the observations and recommendations we have made as regards Museum publications in general in paragraph 26 (2) (iii) of Part I of this Report. The Gallery authorities are already engaged on the production of an improved Illustrated List, and we trust that no time will be lost in making preparation for a full scientific catalogue on the lines indicated in the evidence of the Director.⁽²⁾ Such a catalogue is urgently needed. It cannot be too often repeated that the value of the more popular forms of publication depends mainly, if not entirely, on the learned publications, and on the commercially unremunerative work of scholars.

Meanwhile we do not doubt that the Gallery authorities will endeavour to meet to the best of their ability the increasing demand for short guides, brochures and artistic reproductions generally. In this connexion we would call attention to a new and most interesting experiment in picture postcards, which is now being made at the National Portrait Gallery—the combination of an excellent photographic reproduction with a biography in epitome.⁽³⁾

THE PUBLIC RECORD OFFICE.

35. The Public Record Office was the subject of exhaustive enquiry by the Royal Commission on Public Records during the period 1910-18. Three reports were issued.⁽⁴⁾ In all the circumstances it would be superfluous for us to enter upon the major questions of policy with which that Commission dealt. We confine ourselves to certain practical matters. The salient points can be stated as follows.

(1) *Increased duties and the Staff.*

While the work of the Public Record Office has been increased directly through the duties imposed on the Master of the Rolls by the Law of Property Acts, and indirectly by the

¹ It was abridged in 1896 and re-issued in the abridged form in 1909 with a supplement.

² Q. 2597.

³ These biographies have been written gratuitously by a number of distinguished authors.

⁴ First Report, 1912. Cd. 6361. Second Report, 1914. Cd. 7544. Third Report, 1918. Cmd. 367.

ever-growing interest of students and the public in the preservation and utilisation of historical records, the higher staff of the office, which in 1914 was 27, has now through economy been reduced to 23.⁽¹⁾

(2) Calendars and historical publications.

Since the War the output of Calendars and historical publications has been approximately halved. The Calendar of Spanish Papers has been stopped. The Calendar of State Papers Foreign (Elizabeth) makes very slow progress, and later reigns have not been touched. There are also gaps in the Calendar of State Papers Domestic. The Parliamentary Vote under this subhead was in 1914 £4,250. For the current year it is £2,400. Furthermore we regret to learn that work on the Alphabetical Lists of Chancery Proceedings, as to which representations were made before the Royal Commission on Public Records, is now almost at a standstill.

(3) Preservation and repair.

It is of the utmost importance that the ancient archives in the Public Record Office should be preserved from decay. We believe that a few years ago a survey was made of the whole contents of the Office from the point of view of repair and make-up, and that a very serious state of affairs was disclosed. Since then steps have been taken to improve the position, but we have reason to think that the present establishment of repairers, who number 22, is not adequate to cope with the damage that centuries have wrought.⁽²⁾ We should add that mildew is appearing in one or two of the rooms, and that the present cleaning staff is inadequate to ensure that every room is dusted even once a year.

(4) The Branch Record Office.

The Branch Record Office at Cambridge has now been removed to Canterbury Gaol, and we are informed that the authorities of the Public Record Office have decided to concentrate at the Central Office in Chancery Lane all documents open to public inspection, and to deposit at Canterbury the more recent documents from Government Departments which are not generally available to the public.⁽³⁾ We understand that the success of the establishment at Canterbury will depend on the way in which the needs of Departments who desire to consult back papers from time to time are met. It is essential that arrangements should be made under which documents

¹ Q. 2542.

² "The Staff is not sufficient to overtake the work that lies before it": Memo. of Lord Hanworth, Vol. Evidence accompanying Interim Report, p. 193.

³ As a matter of practice, Departments with some exceptions have thrown open their records down to the end of the year 1878.

can be conveyed from Canterbury to London with the least possible delay, and without danger of their being tampered with in transit.

We are aware that, if all the deficiencies which are due to drastic economies were to be radically remedied, a large increase in the Vote of the Public Record Office would be involved. On the other hand, we feel that we should be failing in our duty if we did not call attention to what we regard as an unsatisfactory state of affairs, and make some practical recommendation as to how it could be dealt with. We are informed that an additional sum of £3,000—4,000 a year would enable the most urgent of the needs which we have summarised above to be in some measure met. We strongly recommend that provision should be made accordingly. The details as to the allocation of this sum between the various services can best be settled by the authorities of the Public Record Office themselves in consultation with the Treasury.

In the above paragraphs we have not dealt with the question of accommodation, except in so far as the situation at Chancery Lane has been eased by the provision for certain categories of documents at Canterbury. On the other hand, we believe that the Public Search Rooms are generally full and sometimes inconveniently crowded, and that the influx of a few more students would make this question acute. Moreover, the situation as regards repairs, which we have already touched on, cannot adequately be met in the present congested premises. Fortunately there is a large site immediately adjacent, on which a building could be begun as soon as the necessary funds are forthcoming. If we do not make a recommendation that an additional wing should be erected there forthwith, it is not because we do not regard this matter as urgent, but because we think that in present financial exigencies the immediate needs which we have summarised above should first be met.

For intrinsic historical value, continuity, variety and range the contents⁽¹⁾ of the Public Record Office constitute probably the most splendid collection of archives in Europe. It would be lamentable if funds were not forthcoming to meet the immediate, day-to-day needs of maintenance.

The Preservation and Safe Custody of Historical Documents generally.

36. We are glad to note that the preservation of historical documents which are not already in official custody is a question which has recently aroused much public interest. The

¹ The Record Office contains archives which concern not only the United Kingdom but the Dominions and Colonies. The importance of maintaining the collections in London in their integrity has been stressed in the evidence of the Master of the Rolls. Q. 2546.

invaluable labours of the Institute of Historical Research are well known to all historians, and the census of historical documents which they have now set in hand will, if they find means of carrying it through, go far to facilitate the work of students and will relieve the Historical Manuscripts Commission of a heavy task. We are also glad to learn that the British Record Society is enlarging the scope of its activities and endeavouring to co-ordinate and promote the work of local and special societies which are already engaged in the collection, supervision and preservation of documentary records throughout the country.⁽¹⁾ The Master of the Rolls, the Deputy Keeper and other officials of the Public Record Office have already taken an active part in promoting the work of these two non-official bodies, and we think it desirable to recognise and endorse their policy in this respect. So long as State assistance towards the establishment of local record repositories⁽²⁾ is impossible on account of financial exigencies, the labours of such bodies as the Institute of Historical Research and the British Record Society deserve the widest possible support from the public. Moreover, intimate contact between these bodies and the Public Record Office is essential.

THE VICTORIA AND ALBERT MUSEUM.

Government of the Museum.

37. The Museum, the official title of which dates from 17th May, 1899, has from its earliest beginnings been under the administration of a Department of State—until 1856 the Board of Trade, and from that date to this, the Department responsible for Public Education.⁽³⁾ In our Interim Report and still more strongly in Part I of our Final Report we have emphasised the importance of museums as educational institutions. Through its administrative connexion with the Education Department, the Museum has been brought into natural contact with Schools of

¹ The enlarged scope of the British Record Society formed the subject of a special article in *The Times* of June 26th, 1929, while particulars of the proposed census of historical manuscripts by the Institute of Historical Research was dealt with at length in the same journal on the 13th November, 1929.

² Advocated by Sir Henry Maxwell-Lyte when Deputy Keeper of the Public Record Office, and endorsed by the Royal Commission on Public Records.

³ The Museum, opened on September 6th, 1852, as a Museum of Ornamental Art, was at first administered by the newly created Science and Art Department under the Board of Trade. In 1856 the Department of Science and Art was transferred from the control of the Board of Trade to that of the Committee of Council on Education. The Department of Science and Art continued its separate existence under the Committee of Council on Education until 1899 when, by the Act 62 and 63 Vict. c. 33, a Board of Education for England and Wales was established to discharge the functions both of the Education Department and of the Department of Science and Art.

Art, Provincial Museums and Secondary Schools.⁽¹⁾ If the recommendations contained in paragraphs 14 to 16 of Part I of our Final Report, regarding the extension of the system of loans and the enlargement of the Circulation Collection, are carried out, we believe that a powerful impulse will be given to the cause of education generally. We think that the close association of the Museum with the Board of Education, which has been so fruitful in its results, should continue.

In the case of a Museum which comes under the management not of a Board of Trustees, but of a Department, executive action proceeds from the Minister, who is advised by the Permanent Secretary to the Department and by the Director of the Museum. The Minister may or may not think it desirable to associate with himself an Advisory Council. In the case of the Victoria and Albert Museum an Advisory Council was instituted by the Board of Education in 1913. We suggest that the educational utility of the Museum might be increased if the Advisory Council were strengthened (i) by including in the Council one or two persons, whether from the Board's own Inspectorate or from outside, who are in immediate contact with educational administration and with schools, and (ii) by some amendment of the present terms of reference so as to make educational developments and contact with industry primary and continuous objects of attention.

Encouragement of Modern Arts and Crafts.

38. It has been suggested that there is a tendency for the Victoria and Albert Museum to develop too much as a Museum for connoisseurs and collectors, to concentrate too much on the artistic expression of the past and to neglect the achievements and possibilities of the present. This point of view has been well put by Professor Rothenstein, Principal of the Royal College of Art:—

“ Anyone reading the old Parliamentary reports will see how general was the desire for museums during the first half of the 19th century. The inspiration given by museums and picture galleries in every walk of life will be acknowledged by everyone. But in the minds of all who pressed for national museums was the stimulus they were to give to the living arts in England and to the standards of taste and

¹ “ At first, that is to say from 1864 onwards, loans were made only to schools of art recognised by the Science and Art Department and to Museums attached to such schools, but in 1880 the system was extended to Museums established under the Public Libraries Act and unconnected with schools. In 1919 secondary schools and training colleges recognised by the Board of Education were included, and loans are now regularly circulated to 80 museums and to 554 schools in England, Scotland, Wales and Northern Ireland.”

Note on the Travelling Collections of the Victoria and Albert Museum, page 251, Volume of Evidence accompanying the Interim Report.

inventiveness in our industries; above all, to the resourcefulness of our artisans; these ends were insistently contemplated by all who gave evidence before the committees. What has actually happened is that the museum has brought a new class into being, the collector class, and the curious position has come about that galleries have encouraged people to look on taste as a faculty for the acquisition of highly priced collectors' pieces. In actual fact, the museum has led to the ironical situation that people know less about good workmanship than ever before. Men who can afford to employ the best craftsmen are quite out of touch with them and they have to go to the antique shop in order to surround themselves with furniture and objects of art which give an air of culture to a household. They generally lack the knowledge which would allow them to pick out the best workmen and co-operate with them for the supply of their needs. I think, despite all the good things that the Museums have done, that is the most disastrous; taste has become a matter of the second-hand shop and no longer the encouragement of the great creative assets of the nation."⁽¹⁾

On the other hand, it has been pointed out by the Director of the Museum that one very valuable function fulfilled by the Museum is that of educating the potential purchaser:—

"In that way it undoubtedly influences manufacturers for good, because people who visit the Museum demand something better than the manufacturer would otherwise furnish them with; . . . Especially in certain departments—perhaps chiefly textiles and ceramics—there is a great deal of direct reference from manufacturers and craftsmen to the officials of the department."⁽²⁾

We do not wish to minimise in any way the influence of the Victoria and Albert Museum in educating the taste of the potential purchaser, and in leading him towards an appreciation of fine work in the various arts and crafts. In the cultivation of the aesthetic sense it may also be true that it is necessary to look back before it is possible to look forward. We think, however, that there is perhaps truth in the contention that there is too much looking back and too little looking forward.

A counterpoise to over-emphasis of the "dealer-connoisseur" side of the Museum would be to devote increased attention to the best examples of modern design in the various arts and crafts. The purchase of modern paintings and sculpture is an accepted policy of the Tate Gallery. But there would seem to be no logical reason for drawing the line at modern paintings and sculpture, and we suggest to the Board of Education that

¹ Q. 3457.

² Q. 2779. See also the important Memorandum by the Victoria and Albert Museum on its relation to industry and associations outside the Museum, pp. 249–251 of the Volume of Evidence accompanying the Interim Report.

the Victoria and Albert Museum, as pre-eminently a Museum designed to stimulate the arts and crafts, should be encouraged to acquire works of the best modern design after temporary exhibition in the Museum. To facilitate this we recommend that the bonds between the Museum and the British Institute of Industrial Art should be strengthened. That Institution is a semi-official organisation which can (within the limits of its means) select, acquire and display modern British examples. Through the aid of the Museum authorities the Institute already holds an exhibition of modern work within the Museum building, but the permanent space at its disposal is certainly very cramped. If greater facilities were afforded for permanent and temporary exhibitions of modern workmanship,⁽¹⁾ we feel that the Museum would not only stimulate creative talent in the various arts and crafts, but would help to bridge the gulf which too often exists in common estimation between what is beautiful in the past and what is beautiful in the present.⁽²⁾

Arrangement of the Collections.

39. The arrangement of the collections on the principle of classification by material is in accordance with a scheme drawn up after most careful consideration by the Committee of Re-arrangement which reported to the Board of Education on 29th July, 1908.⁽³⁾ In general, and subject to the exception dealt with in the following paragraph relating to English arts and crafts, we agree that this arrangement is the best that could be devised for the primary purpose of the Museum. We have already in Part I of our Report indicated the importance which

¹ A noteworthy exhibition of modern work organised by the British Institute of Industrial Art "illustrating British Industrial Art for the slender purse," was recently held in the North Court of the Victoria and Albert Museum.

² The Industrial Art Committee of the Federation of British Industries "feel very strongly that the Victoria and Albert Museum is incomplete without a really representative display of the modern artistic productions of all nations. They wish to point out that one of the great difficulties in the way of displaying new styles of decoration and furniture is the devotion of the buying public to the antique and to the traditional styles, a devotion which often has very little foundation in a real appreciation of the merits of the work of the periods concerned. If modern products were shown in their true relation to the antique, the public would acquire a more just view of the subject and would be able to appreciate more readily what was good in modern production." (Memorandum of the Federation of British Industries, p. 267 of the Volume of Evidence accompanying the Interim Report.) A similar view is expressed by the Design and Industries Association (p. 265 ditto), by Professor Rothenstein (Q. 3459, 3462 and 3479) and by Mr. MacColl (Q. 4641). On the other hand the National Society of Art Masters prefer the alternative of temporary exhibitions of modern work to its inclusion in the permanent collections (Memorandum, p. 126 of the Volume of Evidence accompanying the Final Report). The Director of the Museum, Mr. E. R. D. MacLagan, finds himself in disagreement, though regretfully, with the advice that Museums should purchase examples of modern art to a large extent. (Q. 2816). The view of the British Institute of Industrial Art will be found set out in their Memorandum (p. 262 of the Volume of Evidence accompanying the Interim Report).

³ Cmd. 4389.

we attach to selected exhibits and to introductory and illustrative series—in the Victoria and Albert Museum such exhibits would be designed to facilitate the study of the evolution of a particular art and of the technical processes connected with it—and we have also stressed the need for converting certain galleries into reserve rooms so as to allow the main collections to be more widely spaced, and to smooth the path of the public and the student respectively. Our recommendations in these directions can, however, be given effect to without disturbing unduly the fundamental basis of the Museum's arrangement. The more elaborate schemes sketched by the British Institute of Industrial Art, the Federation of British Industries, the Design and Industries Association, and the Royal Institute of British Architects⁽¹⁾ will not escape the notice of the authorities of the Museum, who no doubt will endeavour to carry out such of the suggestions there made as are practicable.

English Arts and Crafts.

40. Nowhere in London is it at present possible to see any ordered sequence or illustration of the English arts and crafts. In accordance with the "classification by material" arrangement of the Victoria and Albert Museum, English work will be found scattered among a large number of different departments. If there were also an English Museum, this would be a matter of little moment. But until it is possible to develop a separate Museum illustrating the artistic civilisation of this country, we think that the nucleus of an English collection might be developed within the Victoria and Albert Museum.⁽²⁾ Carefully chosen examples of English work from the different departments would form, we believe, a most instructive and beautiful display, and would do something to correct the extraordinary indifference with which Englishmen are accustomed to regard the artistic achievements of their countrymen.⁽³⁾ Our apparent indifference to our own art has misled foreign nations into thinking that it does not exist.

BETHNAL GREEN MUSEUM.

41. The Bethnal Green Museum, as a branch of the Victoria and Albert Museum in the East End of London, comes under the administration of the Board of Education. In Part I of our Final

¹ In the Memoranda printed in the Volumes of Evidence accompanying the Interim and Final Reports.

² In the Memorandum of the British Institute of Industrial Art it is suggested that for this purpose one of the great courts on the ground floor of the Museum would possibly be suitable. (p. 260, Volume of Evidence accompanying the Interim Report).

³ In Munich and in Nuremberg, for instance, there are magnificent Museums designed solely to illustrate the development of the artistic culture of Southern Germany, while the Landesmuseum at Zurich is noteworthy for its representation of the artistic culture of Switzerland.

Report⁽¹⁾ we have drawn attention to the valuable educational part which this Museum already plays in the densely populated district which it serves, and to the great desirability of increasing the number of Institutions of a similar character. With the exception of the Dixon Bequest, which contains some notable examples of the British water-colour school, the Museum has, we believe, few permanent possessions of its own, and is therefore almost wholly dependent on the objects it receives from the parent institution. In recent years the quality of the objects received has greatly improved. We hope that Bethnal Green will receive continually increasing support both from the Victoria and Albert Museum and from the Board of Education. We make the following suggestions in the belief that, if given effect to, they would greatly enhance its usefulness.

(1) Representative loan exhibitions of the best modern objects of art should be held occasionally. Moreover, the pictures in the Museum should be supplemented from time to time by loans, not only from the Victoria and Albert Museum and the Tate Gallery,⁽²⁾ but, where possible, by portraits from the National Portrait Gallery of individuals connected with the immediate subject of the loans.

(2) It would be a great advantage if the London County Council would appoint a teacher who should be specially trained in the relation of objects of art to ordinary life, and in the way Museum study links up with the usual school curriculum. His duty would be to organise school visits and to deal with the classes in an educational way.⁽³⁾

(3) Rooms specially designed for the use of children should be erected apart from the main building.⁽⁴⁾

THE SCIENCE MUSEUM.

Government of the Museum.

42. The general history of the government of the Science Museum corresponds to that of the Victoria and Albert Museum, and the controlling department, as in the case of that Museum, is the Board of Education. Though the controlling authority has been the same, the growth of the Science collections has, as we have already pointed out in our Interim Report, proceeded much more slowly than that of the Art collections. For the greater part of half a century the Institution formed the subject of enquiries by numerous committees. This phase is now

¹ Paragraph 29 (5).

² Q. 4242 and 4281-4.

³ Q. 4260. The Keeper says: "Apart from the immediate educational value, the children who have had interesting lectures, or who have studied and drawn beautiful things in the Museum, will grow into men and women with a better understanding of what Museums stand for." (Q. 4240).

⁴ Q. 4265.

happily ended. The opening by Your Majesty of the Eastern Wing, so admirably designed for its purpose, signalised the beginning of a new era: there has been an immediate response in public appreciation, and there is no reason why the educational influence of the Science Museum, great as it already is, should not be rapidly extended, if our recommendations are carried into effect. We therefore think it advantageous that the administration should continue to be in the hands of the Board of Education.

As in the case of the Victoria and Albert Museum, the Board of Education in 1913 nominated an Advisory Council for the main purpose of advising the Board on such specific questions as might be remitted to them. The Advisory Council were also requested to make an annual report on their proceedings to the Board. We are of the opinion that the industrial and educational utility of the Science Museum would be enhanced if the Advisory Council were reconstituted, given a larger measure of initiative, and strengthened—

(1) By making it more fully representative of scientific and technical institutions and industrial groups. In this connexion we would draw attention to the representation made to us by the Federation of British Industries: "The Federation desire strongly to suggest that some closer form of co-operation with industry is desirable. For example, it would be well if there were added to the Council representatives of the Trade Associations of the more important industries. Moreover, by arrangement with these Associations it should be possible to set up small committees representative of the industries concerned, who would take an active part in supervising and assisting the development of the particular sections of the Museum in which they were interested."⁽¹⁾ A similar suggestion has been made to us by the present Director of the Museum, Sir Henry Lyons.⁽²⁾

(2) By amending the present terms of reference so as to assign to the Advisory Council a more active part in the management and development of the Museum, a part analogous, for instance, to that assigned by the Department of Scientific and Industrial Research to the Geological Survey Board.⁽³⁾

Accommodation Needs of the Museum.

43. The accommodation of the Science Museum formed the subject of extensive inquiry by a Departmental Committee presided over by Sir Hugh Bell in 1911-12. In the course of their deliberations the Committee considered not only immediate

¹ Memorandum of the Federation of British Industries, p. 269 of the Volume of Evidence accompanying the Interim Report.

² Q. 2102 and 2166.

³ For the terms of reference of this Board see Appendix I.

requirements but the provision to be made for probable future expansion of the collections. They estimated that a total floor space of some 300,000 square feet would be required, exclusive of entrance halls, staircases, etc. They thought that buildings on such a scale would be well utilised within the next ten years "or even in the course of a shorter period if active steps were taken to make good the deficiencies of the existing collections." In a second Report published in 1912 they put forward a detailed scheme for the complete occupation of the site. They suggested that this might conveniently be carried out in three sections, of which the first would be the Eastern Block. Next would come the provision of a Central Block, and finally the addition of a Western Block. The erection of the Central Block, the Committee stated, would bring the exhibition space up to 265,000 square feet, which they estimated as sufficient for more immediate developments.⁽¹⁾ The Board of Education accepted the Report of the Bell Committee. Plans for the first—the Eastern—Block of the new buildings were approved, and the work was put in hand by the Office of Works early in 1914. The intervention of the War inevitably interrupted its progress, but thereafter it was continued, and as we have already stated, the Eastern Block⁽²⁾ of the new building was opened by Your Majesty on March 20th, 1928. We believe that the total area at present available in the Science Museum for exhibition galleries amounts to some 192,000 square feet as against the 265,000 square feet represented by the Bell Committee as needed for the more immediate developments of the Museum in 1912.

We understand from the Office of Works that the cost of the erection of the Central Block together with the two westernmost bays of the Eastern Block is estimated roughly at £210,000. From this figure should be deducted the grant of £30,000 promised by the Commissioners for the Exhibition of 1851. That Commission has already undertaken to contribute £40,000 in respect of the completion of the Eastern Block.

We strongly recommend that the erection of the Central Block of the Science Museum should be begun as soon as possible.⁽³⁾ In this connexion we cannot think it satisfactory that the old Southern Galleries of the Museum, condemned as unsafe and unsuitable by a Select Committee of the House of Commons in 1897, should continue to exist in unredeemed ugliness side by side with the fine building representing the Eastern Block.

In recommending the extension of the Museum we have been guided by the following main considerations:—

¹ Cmd. 6221, paragraph 13.

² Complete with the exception of its two westernmost bays.

³ We hope that a connecting bridge between the Science Museum and the Northern Block of the Natural History Museum—when that is built—will form part of the plan.

(1) *Need for more adequate representation of current practice.*

We are impressed by the need for a more adequate representation of current practice in the manifold fields of Applied Science which the Museum is designed to illustrate. At present there is hardly a single group of the collections in which current practice can be properly studied. This need has been emphasised by many representatives of industry⁽¹⁾ and by those responsible for advanced technical education. Since machinery, apparatus and models, illustrative of current practice, are readily contributed on loan by manufacturing firms, the cost involved in expanding this side of the Collections is inconsiderable. As an example, we may refer to the admirable collection of ships' models, many of which have been placed by their owners on loan in London for the express purpose of bringing them before the large number of persons who visit a Museum so accessible. What is essential is space for exhibition. It goes without saying that accommodation which was regarded seventeen years ago as no more than sufficient to satisfy the immediate demands of the Museum is now an urgent necessity.

(2) *Periodical exhibits dealing with recent discoveries and developments.*

The Royal Society have strongly represented to us the desirability of increasing the educational influence of the Science Museum by making it the appropriate centre for periodical exhibitions dealing with recent discoveries and developments. The Society have been led to this conclusion partly by their experience of the very successful exhibition at Wembley, as well as of recent exhibitions held in the Science Museum itself to illustrate the work of some of the Industrial Research Associations initiated by the Department of Scientific and Industrial Research.⁽²⁾ Despite the limited space available, the latter served a most useful purpose.

¹ The Federation of British Industries in their Memorandum, printed in the Volume of Evidence accompanying the Interim Report, represent their conclusions as follows: "It is submitted that consideration should be given to the possibility of making the Museum of more practical use to those actually engaged in industry as distinct from students. For example, one aspect which seems deserving of consideration is the preparation of models showing the lay-out of model workshops and factories, or what might be called "ideal" factories. For example, a model of one of the most up-to-date garages would prove of use, both to designers, to architects and to industrialists, who have to build such garages, showing them what is at present the most efficient system in vogue, so that on the one hand mistakes in lay-out could be avoided, while the model itself might easily form the basis of a further improvement by some ingenious investigator. The same principle applies to the lay-out of a factory or works."

² Mr. F. E. Smith, C.B., F.R.S., giving evidence before us on behalf of the Royal Society, said: "As you will appreciate, the experimental method is one of the very best methods of teaching . . . I regard the Science Museum as being a very considerable factor in Scientific education, and by such periodic exhibitions of the kind I have mentioned its influence should increase." Q. 2177.

The collection of historical apparatus belonging to the Royal Institution now on show in the Science Museum is an excellent example of this kind of temporary exhibition.

(3) *Public Interest.*

Within the past four years the attendances at the Museum have nearly doubled. In 1926 the total was 576,734. In the present year (1929) it is expected that it will exceed 1,000,000. We are informed that on every public holiday the attendance at the Science Museum is greater than at any other Museum or Gallery. The attendance recently on Sundays has averaged 15,000, and this shows how much facilities for Sunday opening, now available at all the National Museums and Galleries in London and Edinburgh,⁽¹⁾ are appreciated. A very large proportion of the visitors, especially on Saturdays and Sundays, consist of those who are seriously interested in the collections, who are taking notes and who are enquiring of the technical attendants. It is for these Students and professional men that the fuller representation of current practice is greatly needed.

It would be most regrettable if the provision of essential facilities were not to keep pace with the widespread and ever-growing interest of all classes and sections of the community in the applications of physical science.

The German Science Museum.

44. In Germany the modern spirit of interest in scientific progress has found remarkable expression in the Deutsches Museum at Munich. This Museum, which is the representative institution of its kind for the whole of the Reich, owes its existence to Dr. Oskar von Miller, its present Director. It was his plan that the Museum should be devoted to illustrating the development of pure and applied science, a living history of the spirit of research and discovery of every age and of all countries, an Institution in which the results of scientific research and experiment should be fully shown. The Museum was begun before the War, but it is only since the War that it has attained its present proportions. It consists of 340 exhibition rooms, the total area of the exhibition space being 360,000 square feet, while to pass through all the galleries involves a walk of about nine miles. Large additions are in process of erection to accommodate a technical library and a hall for large meetings, lectures, etc., with smaller conference rooms adjoining. The collections are arranged so as to show the ordinary development of each subject from its earliest beginnings up to the present day. But, beyond this, another purpose has been kept in view. The Museum is to be a great instrument for the education of the visitor. He must not only be informed by studying the exhibits as to the growth and progress of a subject, but as far as possible he must be put into a position to realise and verify through experiments performed by himself the steps by which that progress has been achieved. Throughout a great portion of the Museum the exhibits are arranged with this object. The Education Ministers of the most important States of the German Federation have impressed

¹ Except at the Museum of Antiquities and the National Portrait Gallery.

forcibly on all high schools and technical schools the importance of visiting the Museum with their senior classes, and of arranging for visits of parties of teachers of science to study the collections and the method of their exhibition.

We call particular attention to the German Science Museum, not only because it is in itself a remarkable example of how a modern Museum can be made a great instrument of technical as well as of popular instruction, but because it is a symbol of national efficiency. It reveals the intense concentration in the Germany of to-day on the scientific means of industrial progress, a concentration which we believe has its sharp significance for this country. It is notable that the Deutsches Museum, which was opened in 1925, has been erected and equipped, not only by grants from State and civic funds, but largely by the contributions of rich industrialists and the free services of architects, of engineers and (what is specially noteworthy) of workmen.⁽¹⁾

General Conclusions.

45. We have endeavoured to convey as briefly as possible in the preceding paragraphs our reasons for thinking that an expansion of the Science Museum is an urgent national need. We do not think it desirable to attempt to lay down precise plans for the best utilisation of the site which is fortunately available. We suggest, however, that before the plans for the extension are settled it would be well if the Director of the Museum and the Chief Architect of the Office of Works were to visit the Munich Museum with a view to considering how far it would be possible to utilise or improve on German ideas. On the educational and the industrial side we are satisfied that the potentialities of usefulness of the Science Museum are very great, and we hope that they will be developed energetically by the responsible authorities. Facilities for enabling teachers to give demonstrations to their classes should be increased, and the opportunities for such teaching be made more widely known. Appropriate examples of apparatus, constantly changed in accordance with new methods and inventions, would doubtless be of much assistance to those responsible for teaching in technical institutions.⁽²⁾

¹ Reports on the Deutsches Museum have been made to us by certain of our members who visited it recently. These reports we have conveyed to the Board of Education with the suggestion that they should be laid before the Advisory Council of the Science Museum.

² This point was urged in the Bell Committee's Report Cd. 5625, App. III, paras. 2 and 4: "The privilege of giving demonstrations at the Museum to students by their own teachers has been much valued by teachers and students alike; the facilities for this should be increased . . . Improvements in the collections and in the facilities for examining them would lead to no little extension of the area from which organised visits would be made to the museum." (Para. 2). "The Museum ought still, however, to hold for easy reference a collection—a changing collection—of apparatus used for teaching and research in science and technology in technical institutions . . . Any collection of objects selected from this point of view should be periodically overhauled by officers familiar with the current work in the teaching of science and technology." (Para. 4.).

The educational influence of attractive publications should be constantly borne in mind.⁽¹⁾ These are only a few examples. We have already referred to the recommendation of the Royal Society. Many others will doubtless occur to those who are responsible for scientific and technical instruction, and we suggest that the Board of Education might consult with some of these.

The Science Museum Library.

46. The Library of the Science Museum contains about 195,000 volumes of scientific literature covering the field of both physical and biological science, but excluding books and periodicals dealing with medicine. The functions which it aims at performing are clearly summarised in the Memorandum submitted to us by the Board of Education.⁽²⁾

Since 1925 the general utility of the Library has been greatly extended by the decision of the Board of Education that books and periodicals might be lent to approved institutions which would accept the responsibility for their safe return. We understand that the term "institution" is interpreted in a liberal spirit and includes the research establishments of private firms and similar responsible bodies. The following table would seem to indicate that this lending scheme is meeting a genuine need :—

¹ Qs. 2085 and 2089 and Memorandum of the Federation of British Industries, Volume of Evidence accompanying Interim Report. p. 269 (4).

² (i) To make as complete as possible a collection of the scientific and technical literature of the world containing (a) original scientific or technical work or (b) authoritative digests of work in special fields.

(ii) To provide a detailed subject-matter index to the information contained in books and periodicals dealing with pure and applied science in order that it may be available to the research worker at need. This index which has recently been organised will contain more than one million entries by the end of the current year, and should be the means of preventing much of the wasted effort of repeating previous work.

(iii) To be a general reference library of pure and applied science for the use of the general public. Admission free by ticket.

(iv) To be a reference and lending library for :—

(a) The Science Museum ;

(b) The Imperial College of Science—Students and Professors ;

(c) All Scientific branches of Government Departments ;

(d) Research workers in this country, its Colonies and Dependencies, through the medium of recognised institutions with which they are associated including the Central Library for Students.

(v) To act as a central bureau for the supply of information and bibliographies of special subjects to research workers and those interested in the progress of science and manufacture at home and in the Colonies and Dependencies.

(vi) To provide a central reservoir, as complete as possible, of periodical literature for the preparation of abstracts and bibliographical notices.

See pp. 338-339 Volume of Evidence accompanying Interim Report.

Year.	Professors Imperial College of Science and Technology.	Officers of Science Museum.	Other Scientific Workers.	Total.
1925 ...	1482	1208	488	3178
1926 ...	1852	1442	1006	4300
1927 ...	1818	1429	1883	5130
1928 ...	1650	1025	3325	6000

We are assured that the innovation has not so far led to embarrassments or impediments to the student who uses the Library as a reference library. On the other hand, it appears that not more than 800 volumes are at present on loan at any one time, owing possibly to the fact that the facilities so generously afforded are not yet widely known.

The purchase grant of the Library has remained unchanged for nearly half a century. At present the amount available for buying books and periodicals, including those published abroad, does not exceed £1,200 a year. We are informed that as a consequence of the rise in the cost of all publications, no scientific books at all are now being bought by the Library, that 400 periodicals have been successively discontinued and that under present conditions others must share the same fate before long. The Public Libraries Committee, whose report was presented by the President of the Board of Education to Parliament in May, 1927, recommended that the present purchase grant of £1,200 per annum should be increased by an additional sum of £3,500 a year (£2,500 for periodicals and £1,000 for books).⁽¹⁾ Strong representations that this recommendation should be implemented have been made to us on behalf of the Imperial College of Science and Technology.⁽²⁾

We understand that at present the accessions to the Science Library run to some 8,000⁽³⁾ volumes per annum. If the purchase grant were increased by £3,500, the annual intake would be increased by about 3,000 volumes. Assuming that the purchase grant were thus increased, it would be possible, by various expedients, to provide accommodation for four years' intake. On a similar rate of intake there would be space for an additional 12 to 13 years (i.e., for a period of 17 years in all) if part of the aeronautics basement in the Eastern Block of the Museum were utilised for books, accommodated in improved stacks. Such an arrangement would, however, be very inconvenient as the particular basement in question is a long way from

¹ Principal Conclusions and Recommendations, para. 34, pp. 208-209.

² Volume of Evidence accompanying Interim Report, pp. 290-1.

³ The Science Library is fortunate in receiving a very great number of periodicals and books by free presentation.

the Library. The more appropriate method would be to set aside for book storage some part of the Central Block, the erection of which we have recommended.

We have dealt in some detail with the possibilities of library extension, since it would clearly be idle to recommend an increase in the present purchase grant if there were to be no accommodation available for an increased number of volumes. Even now, however, some accommodation, though not by any means of an ideal character, is ready to hand, and accordingly, in view of the great services rendered by the Library, we recommend that the purchase grant should be substantially increased,⁽¹⁾ and that it should thereafter be progressively raised to a sum not exceeding £4,700 per annum when the construction of the Central Block is completed.

Finally, we suggest that the authorities of the Copyright Libraries might collaborate with a view to the Science Museum Library receiving any scientific books or periodicals which the Copyright Libraries may not themselves require.

THE GEOLOGICAL SURVEY AND MUSEUM.

47. Until 1919 the Department responsible for the Geological Survey and Museum was the Board of Education. On November 1st of that year the control was transferred from the Board of Education to the Department of Scientific and Industrial Research, and Survey and Museum are now maintained by that Department under the supervision of a Geological Survey Board. We think that, as the Institution is essentially a research one, this arrangement is wise, and we see no reason why it should be changed. In our Interim Report⁽²⁾ we have already dealt with the outstanding need of the Museum, namely its transference to the site long designed for it at South Kensington, and our recommendation has been accepted by Your Majesty's Government. Its scientific and economic usefulness cannot be developed to the full so long as the accommodation remains unsatisfactory, and we trust that the new building will be erected with the least possible delay.

When the Institution has been transferred from Jermyn Street to its new premises contiguous to the Natural History Museum and the Science Museum, there will be concentrated on the South Kensington site three scientific institutions of great importance though with distinct and definite functions.

THE SOUTH KENSINGTON SITE.

48. We have referred in our Interim Report⁽³⁾ to the development of the great Museum quarter at South Kensington, which followed on the labours of the Prince Consort in the middle of

¹ In this connexion it must be remembered that it will be necessary to spend money on filling up gaps in periodicals, etc.

² See paragraph 34.

³ Paragraph 27.

the last century, in general accordance with his plan. As regards the future development of certain parts of the South Kensington site we have already made specific recommendations. As regards other portions of the site⁽¹⁾, for example that part⁽²⁾ which is enclosed by the Imperial Institute galleries, we are only in a position to make a general recommendation. That recommendation is as follows :—

That no part of any vacant ground in that area or neighbourhood or of any ground occupied at present by temporary buildings should be utilised for any permanent purpose which has not for its end the advancement of learning and the study and application of Science or of Art. The Royal Commission of 1851 have already made to us a general representation to this effect. The Royal Society has also represented the importance of the whole South Kensington site being surveyed so that it may be developed to "its optimum value." We wish to endorse and emphasise these representations. The great results which have already flowed from the far-reaching conception of the Prince Consort in 1851, ought not to be hindered or jeopardised by the unorganised, promiscuous or casual plans of posterity.

Lecture Theatre and Central Refreshment Accommodation.

We recommend that the Office of Works should consider, in consultation with the authorities of the Natural History Museum, the Science Museum and the Geological Museum, the possibility of making provision for a Lecture Theatre on some appropriate part of the South Kensington site. The need for such a theatre, which should be able to accommodate from 500 to 1,000 persons, is independent of the need already stressed in Part I of our Report⁽³⁾ for smaller individual lecture rooms which should be available in every Museum.⁽⁴⁾ We further suggest that, in connexion with the need for refreshment rooms for the three scientific institutions in question, the Office of Works should examine the possibility of providing accommodation which would be available for all three Museums. Such an arrangement, if feasible, would be more economical in respect of service.

We hope that, when the recommendation in Part I of our Final Report relative to the appointment of a Standing Commission in relation to all the institutions is adopted, the new

¹ See Site Plan annexed to this Report.

² Occupied at present by the Office of Works Generating Station and other temporary buildings of a miscellaneous character.

³ Paragraph 26 (5) (iv).

⁴ We believe that a lecture theatre at the corner of Exhibition Road is now being built by the Royal Geographical Society, and it is possible that by arrangement with the Society this theatre which will hold up to 1,000 persons might satisfy the requirements of the situation.

body will promote all practicable means for useful co-ordination.⁽¹⁾ We have already indicated in paragraph 10 of that document the need for a better organised system of inter-communication and co-operation between kindred institutions.

THE WALLACE COLLECTION.

49. On account of the specific conditions⁽²⁾ under which this unique bequest was made to the nation and accepted on its behalf by the Government in 1897, no major questions of policy arise in the case of the Wallace Collection. But there are one or two matters of very considerable practical importance from the standpoint of the best utilisation of the Collection, and with these we deal.

1. *Improved display and decoration.*

We think that the least return which should be made by the State for the bequest of so many priceless objects of art by Lady Wallace is that the Trustees should be assisted in such modest requests as they may make from time to time for the more adequate and more appropriate decoration and arrangement of certain of the galleries. The kind of improvements which might be carried out were indicated to us in the evidence of Sir John Stirling Maxwell, to which we direct attention.⁽³⁾ The expenditure involved would be trivial, "a matter only of a few hundred pounds," and we hope that in future it may be possible to lend a more sympathetic ear to suggestions for improvements when they are plainly in the public interest.

2. *Improved utilisation of the Collection.*

The best use of the Collection both by students and by the public⁽⁴⁾ depends on the provision of an adequate Library, and in the case of the renowned collection of Arms and Armour, on an adequate index of armourers' marks and a proper supply of reference portfolios. We gather that to satisfy these needs an annual expenditure of not more than £300-£400 a year is called for. We understand that a net profit on the excellent publications provided by the authorities of the Collection amounts to some £450 to £500 per annum. We should have supposed that this sum would have been available to the Trustees in accordance with the arrangement relating to profits on publications, described

¹ The Royal Society in their Memorandum (App. I, Interim Report, p. 56) draw attention to the opportunities of co-operation as between the Geological Museum, the Mining Section of the Science Museum and the Palaeontological and Mineralogical Sections of the Natural History Museum.

² For the terms of the bequest see the Memorandum submitted by the Trustees of the Wallace Collection, printed in the Volume of Evidence accompanying the Interim Report, pages 242-3.

³ Q. 3005.

⁴ It is necessary to emphasise that in these matters the interests of the students and the public are interlocked. Identification, labelling, popular publications generally, depend on the work done by the student.

in paragraph 26 (2) of Part I of our Final Report. If so, it would have been ample for the purpose. We understand, however, that the Treasury have not hitherto regarded the Wallace Collection as entitled to enjoy the privileges of the publications scheme, on the technical ground that the Trustees do not receive a grant in aid of purchases. In short, the principle that "from him that hath not, shall be taken away, even that which he hath" has in this case been applied with undue emphasis. We strongly recommend either that the benefits of the publications scheme should be made applicable to the Wallace Collection with retrospective effect, or, alternatively, that specific provision should be made on the Vote so as to enable such essential requirements as those we have indicated in this paragraph to be met.

3. *Interpretation of bequest.*

We understand that the condition that the Collection "should be always kept together unmixed with other objects of art" has hitherto been interpreted so as to exclude all additions whatsoever. In accordance with this view the two wings required to complete the Cima altar piece were refused when offered by the Strasburg Museum. The present view of the Trustees is that this interpretation hampers them unduly, and that, as Sir John Stirling-Maxwell has put it, "You do not mix a work of art with other objects when you restore a missing portion." In his view, "fragments of objects of art already in the Collection could be added; new objects not belonging to any existing pieces could not."⁽¹⁾ The same witness also indicated that a too pedantic view ought not to be taken of the Trust so as absolutely to preclude the Trustees from making a temporary loan for very special exhibitions.⁽²⁾ In general we find ourselves in sympathy with these representations.

We are not, however, qualified to express an opinion on questions of legal interpretation, and in all the circumstances we suggest that the proper step is for a case to be put on the doubtful points to the legal advisers of the Government.

4. *The question of re-opening certain galleries.*

The Trustees have represented that the three additional galleries on the second floor, which for reasons of economy have been closed since 1921, should be re-opened. It is claimed that "It is desirable to re-open these galleries, because it is not justifiable to exclude the public from a not insignificant portion of its inheritance."⁽³⁾

¹ Q. 3000. Also the Memorandum submitted by the Trustees, Volume of Evidence accompanying the Interim Report, p. 246.

² Q. 2995-6.

³ Q. 2993.

We have very carefully considered this representation, but, having regard to all the circumstances, we do not think that it should be given effect to. In the first place, such a step would be inconsistent with the general view already expressed in Part I of our Report that "Under present conditions the public is dismayed by multiplicity, while the student is hampered by the attempt to reconcile his own needs with those of the public. Briefly, the principle should be to exhibit less, and to reserve more in such a way as to facilitate the work of students."⁽¹⁾ As matters are at present, the galleries in question are serving a most useful end, inasmuch as they enable the chief treasures of the Collection on the ground floor and first floor to be reasonably well shown, while at the same time the residue is placed where it can still be seen and studied by anyone interested. In other words, these galleries in the case of the Wallace Collection meet a need which we wish could be as easily met in the case of other institutions. In the second place, the public is not, in fact, excluded from seeing these galleries, for we understand that anyone who expresses a wish to see the collections they contain is at once given access to them. Finally, we cannot think that the cost involved by their re-opening would be justified. We understand that it would involve not only an annual increase in expenditure of some £400 a year in respect of the necessary warding,⁽²⁾ but also a large capital expenditure in respect of the improved means of access which would be required.⁽³⁾

THE ROYAL BOTANIC GARDENS, KEW.

50. Since 1903 the Royal Botanic Gardens, Kew, have come under the control of the Ministry of Agriculture and Fisheries, the supreme administrative authority under the Ministry being the Director. Owing to the fortunate absence of statutory restrictions of any kind the economic and scientific work of the Institution has been able to develop freely and rapidly; the contact of Kew with botanical research-stations throughout the Empire and with botanists in all parts of the world is immediate, and is maintained with a minimum of formality. The invaluable "economic consequences" of Kew, of which the introduction of Para rubber to the East and of cinchona to India⁽⁴⁾ are well known instances, depend very largely on the scientific

¹ Paragraph 23 of Part I of the Final Report.

² Q. 2994.

³ Memorandum of the Trustees, Volume of Evidence accompanying the Interim Report, p. 244.

⁴ Some indication of the economic activities and results will be found in the evidence of the Director, in particular the answer to Q. 78.

work which is carried on in the great Herbarium⁽¹⁾ with its indispensable adjunct, the Library.

Need for the extension of the Herbarium and the Library.

51. We understand that the present accommodation both in the Herbarium and in the Library, not to mention the Museums, is exhausted and that congestion is reaching, or has already reached, the point at which research work, on which so many useful results for economic welfare depend, is embarrassed. We believe that the cost of extending the Library and Herbarium so as to make necessary provision for a considerable number of years to come would not be large, and we recommend that the necessary work should be begun without delay. We are strongly of opinion that it should be put in hand independently of any question of the ultimate amalgamation of the two Herbaria, dealt with in paragraph 18. Apart from the fact that a complete solution of that problem is not to be looked for immediately, it seems probable that the two Herbaria would in any case have to be kept as separate entities in separate buildings.⁽²⁾

THE LONDON MUSEUM.

The Main Function of the Museum and the Needs arising therefrom.

52. The London Museum is the only national institution with functions comparable to those of a Provincial or Local Museum. As a National Institution devoted to illustrating the history of

¹ The economic importance of a Herbarium may be stated as follows :—

“A herbarium is the depository of the type-specimens of plants on which the whole of botanical nomenclature and the science of systematic botany must be based. The specimens preserved are comparable to the records of the historian, in that the actual specimens are the types which have to be consulted when any differences of opinion may arise as to the exact identity of some particular plant. The importance of these records when any economic question arises, is of course, indisputable. It constantly happens in the case of plants of economic importance, that there may be two or three closely allied species differing in external appearance very little from one another, but differing in their economic value in that one may contain a particular economic product and the others do not. It is only by careful comparison with the original type-specimens that planters and others can be advised as to the right plant for their purposes, and so save serious loss of time and money, as the useless plant might very easily be mistaken for one which is of value. Without the work of the systematic botanist and the careful compilation of floras of the different regions of the world, any undertakings relating to the development of vegetable products on a commercial scale would be merely a matter of chance, and in some cases would undoubtedly result in either complete failure or serious financial loss.”

² Partly on account of a difference in the size of the sheets on which the specimens are mounted, but still more on account of the different methods employed in building up the two collections. These difficulties, which are recognised in the report of the Botanical Work Committee of 1901, are referred to in the Memorandum submitted to us by the Royal Society (Appendix I to the Interim Report), and in the evidence and letters which we have received from scientific men.

the capital, it may justly be expected that it should set a national standard for other Museums of its kind. It was formally opened to the public in its present premises, Lancaster House, on the 23rd March, 1914. The War interrupted its development and the post-War call for economy has hampered its progress. Notwithstanding these impediments its collections, from the Stone Age to the Georgian Period, have constantly increased in range and value. We do not, however, think it possible for the Museum to play its part, firstly as a model local museum, and secondly as an educational centre, until its staffing arrangements have been placed on a more satisfactory basis. An institution of its present size and potential importance cannot be expected to produce the best results with only one permanent official and two part-time assistants who are also lecturers. It is clear that the existing administrative arrangements are the casual product of the Museum's interrupted growth, and we endorse the representation of the Trustees "that the time has arrived when the administrative machinery of the Museum should be reviewed in relation to the permanent needs of the Institution."⁽¹⁾ What precise staff adjustments are desirable—for the financial issues are small—can best be left for consideration by the Treasury in consultation with the Trustees, and in the negotiations the possibility of giving employment to women lecturers will doubtless be borne in mind.⁽²⁾ We are much impressed by the educational advantages which could be derived from the development of lectures to schools, both elementary and secondary, in this particular Museum, and we would draw special attention to the evidence given before us by Dr. Mortimer Wheeler on that point.⁽³⁾

The Question of Additional Trustees.

53. We suggest that it would be desirable to make some addition to the number of Trustees—at present four—of the London Museum. We think that a rather larger Board would not only overcome the difficulties of obtaining a quorum on any special or urgent occasion, but would tend to promote the contact of the Museum with the public.

Purchase Grant.

54. At present the London Museum has no purchase grant assigned to it from the Exchequer. Nor does it, in the meantime, enjoy any permanent private endowment fund for the acquisition of specimens. We accordingly think that some provision should be made by the Exchequer, if not to meet the

¹ Memorandum of the Trustees, Volume of Evidence accompanying the Interim Report, page 237.

² Q. 3162-3.

³ Q. 3083.

major needs of the Museum, at least to enable it to take advantage of occasional opportunities. As the Keeper has pointed out to us: "If a workman comes in and offers me a Saxon spearhead from the City of London for a pound or thirty shillings, I have no fund to buy that, and I cannot go to a public benefactor and ask for thirty shillings."⁽¹⁾

IMPERIAL WAR MUSEUM.

Scope and Character of the Museum.

55. The first question for determination in the case of the Imperial War Museum is the question of its scope and character. The Act of Parliament under which it was created⁽²⁾ contains no express reference to any particular period, and no provision expressly limiting the powers of the Trustees to the collection and exhibition of articles connected with the Great War of 1914-18 alone.⁽³⁾

But, though literal definition is absent, there can be no doubt as to the original purpose for which the Museum was founded. It was to contain a record and memorial of the Great War of 1914-18 in all parts of the world, to provide material for the future historian, and generally to commemorate the whole effort of the Empire called forth by the War.⁽⁴⁾

In the Report of a recent War Office Committee on Military Museums it was recommended that a collection of British small arms of post-1715 pattern should be maintained in the Imperial War Museum and also that selected specimens or models of post-1715 ordnance should be placed there. We understand that these recommendations were made by the Departmental Committee concerned in accordance with a policy of "rationalisation," for the purpose of making the best use of various collections of military material for the benefit of the expert, the designer, the professional student and the general public. The Trustees of the Imperial War Museum have hitherto interpreted their trust so as to confine the Museum to its original purpose. They have, however, provisionally agreed, pending the issue of our Report, to accommodate on loan a small collection of small arms of post-1715 pattern offered by the War Office.⁽⁵⁾

Questions affecting the best utilisation of material in Military Museums other than the Imperial War Museum do not fall within our terms of reference. We therefore content ourselves

¹ Q. 3116.

² Imperial War Museum Act, 1920, 10 and 11 Geo. V. c. 16.

³ Q. 4296.

⁴ Q. 4355.

⁵ Q. 4368. See also Q. 4290 to 4298. In view of all the circumstances, we think that this collection might continue to remain on loan in the Imperial War Museum as a temporary arrangement.

with saying that we think it eminently desirable that the Trustees of the Imperial War Museum should continue to interpret their trust so as to confine the Museum to the Great War.⁽¹⁾

The Historical Importance of the Museum.

56. Apart from the consideration of original purpose with which we have already dealt, we think that the great historical importance and significance of the present collections depend on their being confined as rigidly as possible to the commemoration of a unique ordeal.

The Question of Present and Future Accommodation.

57. The Museum at present occupies what are known as the Western Galleries which adjoin the Imperial Institute. These Galleries are the property of the Royal Commission for the Exhibition of 1851, and are leased to the State until 1941. We have been informed by the Commissioners that they offered no objection to the establishment of the War Museum in these Galleries in 1923, as the Exchequer was thereby relieved of the expense of providing accommodation for the Museum elsewhere, but that they pointed out that, after the expiration of the lease in 1941, the Government could not count on retaining possession of the Galleries, or at any rate of the northern end of them, adjacent to the site of the Imperial College of Science.⁽²⁾ It has been suggested to us that the Imperial War Museum would be ideally housed in contiguity with the Tower of London, its collections being thus connected with the military collections in the Tower. Though the question of accommodation will not become an urgent one for ten or eleven years, we think it desirable to call attention to the matter now in order that the various authorities and departments concerned may consider where the Museum could most appropriately be housed, and may thus be prepared to take advantage of any favourable opportunity which may occur.

¹ We realise that in the War Museum there are firearms of many periods. As the Curator of the Museum has pointed out: "The earliest firearm used in the War is of the date 1681. With gaps the whole series of firearms seem to have been used in East Africa, Mesopotamia, Turkey, etc." Q. 4312.

² Memorandum by the Royal Commission for the Exhibition of 1851, Volume of Evidence accompanying our Interim Report, page 282.



THE ROYAL SCOTTISH MUSEUM.

Government of the Museum.

58. Since its foundation in the middle of the last century the Royal Scottish Museum has always been under the administration of a Department of State. The Science and Art Department controlled it until 1899, when that Department was merged in the Board of Education,⁽¹⁾ and in April, 1901, it was transferred to the control of the Scottish Education Department along with the administration of the Scottish share of the Science and Art grant. The Institution embraces collections which in England are represented by the Victoria and Albert Museum, the Science Museum, the Natural History Museum and the Geological Museum. Its foundation, like the foundation of the Victoria and Albert and the Science Museums, was one of the results of the Great Exhibition of the Industry of all Nations, and its administrative connexion with the Scottish Education Department is a logical consequence of its origin. We think that this association is in every way desirable and should be continued.

There is an Advisory Committee whose members are consulted from time to time by the Director on larger questions of administration, and also on matters relating to possible important acquisitions. It would be all to the good if the usefulness of this Committee could be extended by widening its scope so as to promote more direct contact with Industry and Education.

Growth and Arrangement of the Museum.

59. The development of the Museum as an educational institution and its contact with the public have of recent years proceeded apace; the attendances now exceed half a million, that is to say, a figure largely in excess of the population of Edinburgh.⁽²⁾ We believe that the rapid progress which has been achieved is mainly due to the enlightened policy of the responsible authorities. Objects of second-rate importance have been and are being stringently eliminated. In all departments alike the cases for public display are admirably designed to show up the objects which they contain, while the objects themselves have been so arranged as to attract both the eye and the mind without disconcerting either through needless duplication or inartistic presentment. It is true that the problem of congestion is far less complex here than in the case of the London institutions, whose difficulties are in no small measure due to the immense wealth of the resources at their disposal. Nevertheless, having regard to the conclusions on the subject of congestion and improved exhibition, set out in Part I of our Final

¹ As described in the paragraph summarising the administrative history of the Victoria and Albert Museum.

² Q. 1159. The population of Edinburgh is 420,264.

Report, we think it desirable to draw attention to a Museum which, like the National Museum of Wales at Cardiff, is a good illustration of how attractive an uncongested Museum can be made.

The Need for Further Developments.

60.—(1) Circulation of objects on loan.

We have already in Part I of our Final Report expressed the opinion that the Royal Scottish Museum should take a larger part than it does at present in the circulation of objects, whether of art or of natural history, to museums and schools in Scotland,⁽¹⁾ and on this we have only to add that we hope that the necessary steps will be taken with all convenient speed by the authorities concerned.

(2) Modern arts and crafts.

We desire to suggest to the authorities of the Museum the desirability of acquiring examples of the best modern craftsmanship. The observations we have made on this subject in the case of the Victoria and Albert Museum apply in general to the Royal Scottish Museum. Exhibitions, whether permanent or temporary, of the best modern workmanship held in the Museum, might have a far-reaching effect in stimulating artistic effort in industry. This is a matter regarding which the Director might well take counsel with his Advisory Committee.

(3) Purchase grant.

In order that the Museum may be able to take a more active part in the direction just indicated, and in order that it may be able to maintain the standard of its collections, we think it necessary that some increase should be made in the annual purchase grant. We understand that the grant has remained stabilised at the figure of £2,600 since the year 1886,⁽²⁾ despite the great increase in prices since that date. Apart from any additional help from the Exchequer, we should like to emphasise the great benefit to the Museum which would arise from private endowments such as those which have been so freely put at the disposal of the Victoria and Albert Museum.⁽³⁾

(4) Extended accommodation in the Department of Technology.

In the case of Technology we understand that accessions of valuable objects by gift or otherwise are apt to be lost to the Museum through want of adequate accommodation. There is, for instance, a very poor representation of steamship models of

¹ Final Report, Part I, paragraph 15 (4).

² Memorandum of the Director submitted by the Scottish Education Department, Volume of Evidence accompanying the Interim Report, page 88.

³ See Appendix III, pp. 82 to 86 of the Final Report, Part I.

any sort. Such models would in all probability be willingly given or lent, if there were anywhere to house them. We are, in short, of opinion that the present accommodation for material illustrative of applied Science is inadequate, and we recommend that the existing department should be extended. We understand that the cost of the additional wing for Technology, plans for which have already been prepared, would not exceed £30,000, and would not only provide for the requirements of this Department for many years to come, but for inevitable expansion in the Department of Art and the Department of Geology.⁽¹⁾

(5) *Relief of congestion in the Library.*

The present congestion in the Library is wholly due to the collection of patent specifications which are sent to the Museum in accordance with the terms of Section 80 of the Patents and Designs Act, 1907. These specifications, together with the American patents and the relatively small number of French patents, occupy a space representing rather more than half a mile of shelving. We incline to think that the proper repository for documents of this class is not the Royal Scottish Museum but the National Library, and we think that as soon as possible steps should be taken to relieve the Museum of their accumulation. If the Library could be accorded this relief, it would have room for expansion for some 25 years.

(6) *The Botanical Collections.*

It has been represented to us that certain portions of the botanical collections might possibly be removed from the Royal Scottish Museum to the Royal Botanic Garden, if accommodation could be found for them there. The two portions which might be so transferred are the series of specimens illustrating systematic and economic botany respectively. The exhibition space to be saved by this transference would not be large, but there is a considerable accumulation of botanical material in the basement, the removal of which would leave room for the storage of other things. Moreover, we consider that the botanical material would be better utilised by the Royal Botanic Garden than by the Royal Scottish Museum. As the former does not come within the terms of our reference, we are precluded from making a definite recommendation on the point. We understand, however, that the authorities of the Garden would welcome such an arrangement as we have suggested, if adequate space were afforded them. At the present time their Museum, Library and Herbarium appear to be gravely congested. When

¹ The first floor of the new wing would be available for the Art Department and the second floor for the Geological Department.

the Standing Commission whose appointment we have recommended in Part I of our Report is established, this question might be remitted to them with a view to its satisfactory solution.

THE NATIONAL GALLERIES OF SCOTLAND.

Government and Administration of the Galleries.

61. The group technically known as the National Galleries, Scotland, comprises three separate Institutions, (i) *the National Gallery*, (ii) *the Scottish National Portrait Gallery*, (iii) *the Museum of Antiquities*. The oldest of these is the Museum of Antiquities which began its existence under the auspices of the Society of Antiquaries of Scotland in 1780. In 1851 the Society made over to the Board of Manufactures on behalf of the nation their entire collection of antiquities, coins, medals, portraits, manuscripts and printed books. By a specific arrangement, however, embodied in a Treasury Minute, the supervision and management of the collections were to remain with the Society of Antiquaries, the responsibility for their housing and maintenance being taken over by the Government. In the preceding year, 1850, the foundation stone of the National Gallery⁽¹⁾ had been laid by the Prince Consort, and the control of this Gallery also was entrusted to the Board of Manufactures. It was to the same Board in 1883 and following years that the late Mr. J. R. Findlay gave the sum of £60,000, primarily for the purpose of establishing a Scottish National Portrait Gallery, and by a subsequent arrangement for providing accommodation for the Museum of Antiquities which had hitherto been housed in that part of the National Gallery Buildings known as the Royal Institution.

In 1906 an Act was passed to establish a Board of Trustees to manage the National Galleries of Scotland.⁽²⁾ The Board of Manufactures ceased to exist and its functions were inherited by the Board of Trustees. While the control of the National Gallery and the National Portrait Gallery by the Board of Trustees is absolute, the control of the Museum of Antiquities is, in accordance with the arrangement made in 1851, shared between the Board of Trustees and the Society of Antiquaries. The position here is that, while the ownership of the collections is vested in the Board of Trustees, who also are responsible for the appointment of the officers and attendants, the supervision and management of the Museum rest wholly with the Society of Antiquaries. The Society is entirely responsible for the acceptance of objects, the administration of the purchase grant,⁽³⁾ the arrangement and preservation of objects forming the collections and the keeping of

¹ Designed by the distinguished architect, W. H. Playfair (1789-1857).

² National Galleries of Scotland Act, 1906, c. 50.

³ £200 a year since 1894.

records. It must be remembered that the National Portrait Gallery and the Museum of Antiquities are housed in the same building, which was provided, as described above, through the munificence of the late Mr. J. R. Findlay,⁽¹⁾ and as long as this arrangement continues the dual control of the Museum of Antiquities by the Board of Trustees and the Society of Antiquaries is necessary. The fact that the relations between the Society of Antiquaries and the Board of Trustees have hitherto been harmonious cannot, however, obscure an anomaly that undoubtedly exists.

62. Our conclusions and recommendations on this matter are as follows :—

(1) We think that the control of the National Gallery and the National Portrait Gallery should remain undisturbed. The progress of these Institutions under the Board of Trustees has been rapid and there has been no friction of any kind between the Director and the Board.

(2) As long as the Museum of Antiquities remains in the same building as the National Portrait Gallery, the dual system of control by the Board of Trustees and the Society of Antiquities is not in practice objectionable.

(3) But as soon as provision for the Museum of Antiquities can be made on another site—and with this question we deal hereafter—we think it desirable that the National Galleries of Scotland Act, 1906, should be so amended as to place the control of the Museum of Antiquities formally and absolutely under the Society of Antiquaries.

(4) By Section 4 (5) of the National Galleries of Scotland Act, the officers of the National Gallery and of the Museum of Antiquities are "appointed by the Secretary for Scotland or otherwise as may be prescribed." Under this section it is open to the Secretary of State for Scotland to appoint the officers of the Board of Trustees and therefore also the higher staff of the Museum of Antiquities without consulting either the Board of Trustees or the Society of Antiquaries. In practice, we understand, it has been the custom of the Secretary of State to consult the Board and the Society before appointments are made. We do not doubt that this practice will continue, but we think it desirable to record our view that it should be formally prescribed.⁽²⁾

¹ In addition to the £60,000 given by Mr. J. R. Findlay, £15,000 (in two sums of £10,000 and £5,000) was voted by Parliament, 1883–4.

² Q. 3825 and 3965–6. We have reached our general conclusions on the subject of the government of the National Galleries after careful consideration of the Memoranda relative to the Institutions, printed on pp. 238–9, and 240–2 of the Volume of Evidence accompanying the Interim Report, and of the evidence given before us by Mr. J. Curle, one of the Honorary Curators of the National Museum of Antiquities, and Sir John Findlay, Chairman of the Board of Trustees of the National Galleries of Scotland, printed on pp. 50–63 of the Volume of Evidence accompanying Part I of our Final Report.

Development of the Institutions.

63. The question of the best utilisation of the resources at the disposal of the National Gallery, the Scottish National Portrait Gallery and the Museum of Antiquities depends principally on the question of future accommodation. The problem can best be presented in a comprehensive survey, as the solution we shall suggest affects all the Institutions equally. While in general we consider that present or threatened congestion in the three Institutions could be met by various measures—we shall deal with them briefly in the case of each Institution later—we realise that these measures will not solve the problem for more than a very few years. A well-considered plan for the future is therefore required. The position, as it presents itself to us, is as follows:—

(1) The collections in the Scottish National Gallery embrace pictures by the Old Masters and also representative modern works. There is no Gallery in Edinburgh corresponding to the Tate Gallery in London. We have been informed by Sir John Findlay that in the twenty odd years since the institution of the Board of Trustees gifts, purchases and loans to the Gallery may be taken as representing an increase of three hundred pictures.⁽¹⁾ Increased accommodation, he claims, is necessary if the Gallery is to continue a live Institution. One solution would be to make additions to the present building. We endorse, however, the unanimous view of the Sub-Committee⁽²⁾ of our members who carefully considered this matter that the extension of the present building is undesirable because any such extension might, and almost certainly would, destroy the architectural proportions of a building justly famed for its beauty. It seems to us that the preferable course would be that which was made possible in England by the generosity of Sir Henry Tate, namely, a separate Gallery for the more adequate representation and display of relatively recent and modern work.⁽³⁾

(2) There is no Department of Prints and Drawings attached to any of the National Institutions in Edinburgh. We understand that the National Library does not purchase prints, although it possesses prints and drawings transferred to it by the Faculty of Advocates along with their books, or bequeathed to it since the transfer. The National Gallery of Scotland, again, contains a certain number of engravings and a large collection of drawings, some 4,000, about half of which are by Old Masters, while the remainder are by British artists of repute. The National Portrait Gallery, too, has a fine collection of prints and photographs, chiefly prints. This is believed to contain about 10,000

¹ Q. 3960.

² The Scottish Sub-Committee consisted of:—The Hon. Evan Charteris, K.C. (Chairman), Sir Lionel Earle, K.C.B., K.C.V.O., Sir Thomas Heath, K.C.B., K.C.V.O., F.R.S., Sir George Macdonald, K.C.B., LL.D., D.Litt., Sir Courttauld Thomson, K.B.E., C.B.

³ Q. 4052-3 and 4069.

examples, but it includes Scottish topographical engravings and also early maps, which have never been properly sorted and classified. In the National Portrait Gallery there are also a large number of manuscripts, including forty autograph letters of Robert Burns and much correspondence of eighteenth century Scottish politicians and statesmen. It seems to us obvious that a resolute effort should be made to co-ordinate all this material and to make national provision for its proper keeping. From the close of the seventeenth century onwards there is a long list of Scottish engravers who can readily be traced from master to pupil for 150 years : yet there is not in Scotland a complete collection of the work of any one of them available for reference.

We consider that on every ground the best plan would be to place the responsibility for a co-ordinated collection of prints and drawings upon the Board of Trustees.⁽¹⁾ There is at present, however, no adequate accommodation at their disposal for the custody and display of such a collection.⁽²⁾

(3) As already mentioned, the Museum of Antiquities is at present accommodated in the same building as that containing the collections of the National Portrait Gallery, and it is relevant to observe that it was the original intention of the late Mr. J. R. Findlay to provide only for the latter. Subsequently, however, he generously increased his offer to the Government so as to make provision for the accommodation of both. But we are informed by Sir John Findlay that his father "laid it down as a definite condition that the building was to be a National Portrait Gallery and that the Museum of Antiquities, so far as possible, should be a distinct building."⁽³⁾ Meanwhile, the collections of the Museum of Antiquities are rapidly expanding. The Society of Antiquaries which has a membership of over 1,000 has been indefatigable in its support and care of the Museum. Not only has the Society enriched the collection by some 12,000 objects⁽⁴⁾ during the last twenty years, but they have supported the Museum by considerable financial contributions. The time is certainly not far distant when the Museum of Antiquities will require a separate building if it is to play the part which it ought to play as an educational institution, specially designed to stimulate Scottish archaeological studies and the teaching of history.

(4) If a separate site and building could be provided for the Museum of Antiquities, a solution of the problems indicated above, affecting the National Gallery, the National Portrait Gallery and the Museum itself, would have been found. The

¹ The general scope and boundaries can best be left to be defined by the authorities of the Institutions, but there ought to be no difficulty in the National Portrait Gallery transferring letters, manuscripts of historical interest and maps to the National Library, or in the National Library transferring historical portraits and engravings to the authorities of the National Galleries.

² Q. 3962 and 3973-5.

³ Q. 3860.

⁴ As compared with some 1,700 purchased out of the Government grant.

accommodation for a Gallery of Modern Art would then be available in the space at present occupied by the Museum of Antiquities contiguous to the National Portrait Gallery. The same building would afford accommodation for the needed Department of Prints and Drawings. The Scottish National Gallery would be able to develop on the lines of the National Gallery in London.

This is the scheme which we would commend to the consideration of Your Majesty's Government as that best calculated to solve problems which are rapidly becoming urgent. Moreover, such a scheme would enable these three Scottish National Institutions, with their manifold resources, to offer a maximum return in the shape of public service and educational benefit. To bring the plan to immediate fruition may not seem easy in present financial circumstances, but its speedy realisation would be assured if the tradition of private munificence so conspicuous in the history of the English and of the Scottish Institutions is maintained.

We will now deal as briefly as possible with certain matters of particular concern to each Institution.

THE NATIONAL GALLERY.

64. The peculiar charm of the National Gallery is largely due to its comparatively small size, and to the high average quality of the works exhibited. It is, in fact, like the Royal Scottish Museum, an admirable example of an uncongested Institution. There are, however, indications that the limits of accommodation are beginning to be strained. We realise how much has already been accomplished by the Board of Trustees in the way of loans, but we think it desirable to emphasise the great educational value of the widest possible extension of this policy. Moreover, the further development of this side of the Gallery's activity would enable it to make greater use of gifts and bequests of works of art which, we hope, will be offered to it without restrictive provisions.

Exhibition of Sculpture.

65. We observe that, in addition to distributing a few pieces of sculpture through the Galleries, presumably for decorative effect, the Authorities have appropriated a small room, previously used for pictures, for exhibition purposes.⁽¹⁾ We incline to the view that it would be well not to pursue the policy of acquiring sculpture, and we recommend to the consideration of the Trustees the possibility of transferring certain at least of the statues at present in the National Gallery to the National Portrait Gallery. If and when a Tate Gallery has been provided for Scotland, sculpture might more appropriately be represented therein.

¹ The collection in this room is somewhat heterogeneous. A statuette of "Venus leaving the Bath" faces a bust of the Rev. Sir Henry Wellwood Moncrieff.

THE NATIONAL PORTRAIT GALLERY.

Relief of Congestion.

66. We believe that room could be found for further expansion by placing the less interesting portraits in reserve. More space could also be secured by the provision of additional screens at right angles to the wall, a policy which has already been adopted with success in the case of one or two rooms.

Fire Risk.

67. The question of fire risk at the National Portrait Gallery has received our very careful consideration. The portion of the building occupied by the Museum of Antiquities has already been made fireproof by the Office of Works, but the extension of the scheme to the National Portrait Gallery has been prevented by the urgent need for economy. The completion of the scheme would cost, we believe, approximately £15,000, and would involve gutting the entire wing which contains the Portraits. By general admission the part of the building which most urgently requires attention is the roof. The cost of reconstructing this would not, we understand, exceed £6,000, and we recommend that the work should be set in hand without delay. We are satisfied that the need for it is pressing.

MUSEUM OF ANTIQUITIES.

Relief of Congestion and Improved Display.

68. We consider that congestion would be relieved and exhibition improved:—

(i) If cases with tiers or shelves, and drawers beneath, were substituted, wherever possible, for the considerable number of flat cases at present in the Museum, the objects arranged therein being succinctly and adequately labelled.

(ii) If the displays to the public on the shelves were re-arranged to some extent, duplicate or nearly duplicate objects being accommodated either in drawers under the cases or, where that is not possible, in a part of the upper gallery at present reserved for objects illustrating comparative civilizations. The upper room is admirably adapted for study in view of the good natural lighting from the roof.

(iii) While it is recognised that the Museum of Antiquities has a primary claim to objects illustrative of Scottish history and archæology and the Royal Scottish Museum to those which illustrate artistic development, it is obvious that no hard and fast line can be drawn between them. In the meantime, however, until more adequate accommodation can be provided, the Council of the Society will doubtless be careful not to aggravate congestion by purchasing or accepting objects which are suitable for exhibition in an Art Museum, even although, if more space

were available, they might rightly be regarded as falling within the scope of the Museum of Antiquities. Any danger of their being lost to the nation could be got over by finding for them a temporary lodgement in the Royal Scottish Museum. We take it for granted that the friendly relations which already subsist between these two Institutions will be not only maintained but strengthened.

Educational Utility.

69. We think that the educational utility of the Museum would be greatly increased if a guide lecturer were available on one or two days in the week. In this connexion we were impressed by the representation of the Honorary Curator, Mr. James Curle, who suggested that the Museum might follow the system in vogue at the Royal Scottish Museum, where one or two ladies are paid for delivering occasional lectures. The cost would be small, but such lectures would be of great service when parties of school children visit the Museum.⁽¹⁾ Nor should the authorities lose sight of the possibility of becoming partners in the Circulation arrangement.

THE NATIONAL LIBRARY OF SCOTLAND.

70. In paragraph 37 of our Interim Report we dealt at length with the question of adequate accommodation, which is the principal need of the National Library of Scotland, if it is to play its true part in the life of the nation. It is gratifying to us that the recommendations contained in that Report have been endorsed in their entirety by Your Majesty's Government. It will be recalled that the scheme of rebuilding outlined involves an expenditure by the Exchequer of approximately £170,000 in addition to the munificent contribution up to a maximum sum of £100,000 made by Sir Alexander Grant. We earnestly hope that the scheme, which involves the demolition of the existing Sheriff Court House and the building of a new one, will be pushed on with the least possible delay, and that the negotiations now proceeding between the parties and authorities concerned will be brought to a point speedily.

71. Our further conclusions and recommendations regarding this Institution are briefly as follows.

(1) Government of the Library.

The government of the Library by a Board of Trustees was settled by the National Library of Scotland Act which received the Royal Assent on the 7th August, 1925. We understand that the actual administration is supervised by a Standing Committee appointed by the Trustees at an annual meeting.⁽²⁾ No

¹ Q. 3948.

² Q. 2377-82.

serious difficulties seem to have arisen as regards the organisation and constitutional machinery set up, and we have no recommendations to make for the amendment of a Statute passed as recently as 1925.⁽¹⁾

(2) *Need for a new Catalogue.*

The position with regard to the catalogue of the Library is that there is a printed catalogue containing a record of the books which were added to the Library up to the year 1871. From that time to the present day the only catalogue is what is known as a slip catalogue which cannot be used without the assistance of the staff. It is obvious that the efficiency of a great library mainly depends upon a good catalogue, and we endorse the representations of the Trustees of the National Library,⁽²⁾ to the effect that the preparation of this indispensable instrument is an essential need.

We have already referred to the project of the Trustees of the British Museum for republishing their great Catalogue of Printed Books, and we have reason to believe that its realisation will go far to facilitate the task of the authorities of the National Library of Scotland in the production of an efficient catalogue, and to lessen the financial burden involved. We are glad to learn that the authorities of the British Museum are prepared to assist the National Library to the utmost of their power. On the other hand, we realise that no mere adaptation of the British Museum catalogue would entirely meet the necessities of the case. In so far, for instance, as the National Library of Scotland possesses rare books relating particularly to Scotland, which are not in the possession even of the British Museum, special arrangements would be necessary. Again, the proposals of the British Museum do not embrace the cataloguing of music, and we understand that the cataloguing of the collections relating to music at the National Library is in a very unsatisfactory state.⁽³⁾ The Trustees have done, and are doing, their best to cope with the whole situation. They have raised by voluntary contribution a sum of over £3,000,⁽⁴⁾ and

¹ An account of the government of the Library is given in the Memorandum submitted by the Trustees printed in the Volume of Evidence accompanying our Interim Report, pp. 174-8.

² See in particular p. 178 (6) of the Memorandum submitted by the Trustees, printed in the Volume of Evidence accompanying our Interim Report, and the answers to Q. 2388-89, 2391-95, and 2438-48 on the subject of the catalogue.

³ As regards this we were impressed by the evidence given before us by Mr. Normand: "Another thing is the collection of music. That is in a worse position than it was during the time when the Faculty had charge, because when it was the property of the Faculty there were certain members of the Faculty who were themselves musicians and they formed themselves into a Committee which went through the music as it came in, who classified it, catalogued it, and placed it. That broke down during the war when members of that Committee went on Service. Some were killed, and it was never reconstituted after the War, and now the music is not adequately dealt with and nothing more can be done until we have an assistant who is capable of dealing with music," (Q. 2386).

⁴ Q. 2389.

the staff are now engaged in the compilation of a shelf catalogue.

At this point we desire to emphasise the generosity with which Scotsmen have come to the aid of their National Library. Not only has Sir Alexander Grant contributed no less than £200,000 in respect of endowment and building, but a sum which will in due course amount to about £70,000 or £80,000 has been received under the bequest for the maintenance of the Lauriston Library, bequeathed to the nation by the late Mr. and Mrs. W. R. Reid. The late Lord Rosebery and other benefactors have given sums applicable to particular purposes. We, therefore, think it relevant, when dealing with the National Library of Scotland, to refer to the remarks which we have made in relation to the Wallace Collection. Where private individuals have shown themselves so generous, it is at once the duty and the interest of the State to deal in a sympathetic spirit with the reasonable requests of the Trustees.⁽¹⁾ In this connexion we would call particular attention to the evidence given before us by Mr. Normand, the Chairman of the Standing Committee of the Library.⁽²⁾

(3) *Exhibition.*

We attach importance to the provision in the new building of adequate exhibition facilities for selected printed books and manuscripts. The National Library contains priceless treasures. A representative display of these would form one of the most attractive features of the new National Library, from the standpoint of the general public.⁽³⁾

THE REGISTER HOUSE.

Administrative Control.

72. The recently passed Reorganisation of Offices (Scotland) Act,⁽⁴⁾ 1928, Section 5, unified under one control the Departments known as the Register House Departments, which are concerned with the registration and recording of legal writs and deeds and the custody of other Records. A Keeper of the Registers and Records of Scotland has now been appointed, and the powers and duties previously exercised by the Deputy Clerk Register and other officers have been transferred to him. We have, therefore, no recommendations to make on the subject of administration. In the time at our disposal it has not been possible for us to deal with

¹ The inadequacy of the staff of the National Library was briefly referred to in our Interim Report, and we are glad to learn that some improvement in this respect was authorised by the Treasury as from the commencement of the financial year 1929.

² Q. 2386.

³ This point is emphasised by Dr. Dickson, the Librarian of the National Library in his answer to Q. 2387.

⁴ 18 and 19 Geo. V. c. 34.

the question of the powers and duties of the Keeper of the Registers and Records in regard to such matters as exchange, the destruction of useless records, and the control of public records which remain in the care of local custodians. We believe that these questions are now under consideration by the Secretary of State for Scotland, and we therefore do not think it necessary to enlarge on this subject beyond expressing our *prima facie* view that it would be desirable that statutory provision should be made for the custody and control of Scottish public records, as was done in England by the Public Records Act of 1838.

Spheres of the Register House and of the National Library of Scotland.

73. The question of the inter-relations between the Scottish National Library and the Scottish Record Office was brought before us by Professor Hannay during the earlier stages of our enquiry.⁽¹⁾ We believe that an informal understanding for immediate purposes has been reached as to the allocation of historical documents between the two Institutions, on the footing that the Register House is recognised as the proper place of deposit for documents similar in kind to public records, and the National Library as the proper place of deposit for all documents of general historical, biographical and literary interest.

We think that the lines of demarcation which have been provisionally adopted and which are, we understand, approved by the Scottish History Society, are suitable and should be the basis of any permanent arrangement.

MISCELLANEOUS MATTERS.

THE QUESTION OF CASTS.

74. In Part I of our Report we pointed out that the absence of an adequate Museum of Casts was one of the outstanding deficiencies at the present time in the National Museum service of the country. We further stated that we should deal in the concluding part of our Report with the present position as regards reproduction and sales of casts in the various National Institutions. In order to elucidate the problem it will be desirable to deal first with the position as regards production and sale, and thereafter to consider the larger problem of the possibility of a National Museum of Casts.

The Reproduction and Sale of Casts.

75. The present situation as regards the production of casts has been indicated to us in the Memorandum submitted by the Trustees of the British Museum and in the Memorandum by the

¹ Memorandum printed in the Volume of Evidence accompanying our Interim Report, p. 299.

Board of Education.⁽¹⁾ Briefly, it is that for a century the provision of casts has been regarded as a service which ought to be performed in the interests of Art education. From 1835 to 1857 the duty was undertaken by the Trustees of the British Museum. From 1857 to 1921 the business of production was entrusted to Messrs. Brucciani and Company, Limited, under arrangements made with the Trustees and modified from time to time. From 1914 it ceased to yield profits, and in 1921 it was arranged that it should be taken over by the Board of Education with headquarters at the Victoria and Albert Museum. This arrangement was the result of representations made primarily by the Royal Academy⁽²⁾ as to the need for maintaining the supply of casts, particularly from the standpoint of the interest of Schools of Art and Art education generally. The Treasury, however, only agreed to the responsibility being assumed by the Board of Education on severely defined conditions.⁽³⁾

The actual outcome is unsatisfactory.⁽⁴⁾

(i) There is no central repository for moulds. The moulds are kept partly at the British Museum and partly at the Victoria and Albert Museum, though the headquarters of the workshops are at the latter Museum.

(ii) Many of the casts seem at present to be made from moulds which have lost their sharpness and precision.

(iii) The arrangements for sale are inadequate.

We consider that the production and sale of casts is of considerable importance as a means of contact between the Museums, the Art Schools, and the public. It is satisfactory to note that recently the business has been conducted at a profit and we have every hope that this state of things will continue. But, quite apart from the commercial side, we think it most important that a service so valuable to Art teaching throughout the country should be carried on with efficiency. If this is to be done, several changes are essential.

In the first place, more room should be made available, both for the production of casts and for the custody of moulds. Whilst the ideal arrangement would doubtless be that the necessary accommodation should be at the Victoria and Albert Museum, where the sale of the casts takes place, we realise that

¹ Pages 60 and 338 respectively, Volume of Evidence accompanying Interim Report. Further information has also been furnished by the Director of the Victoria and Albert Museum.

² The Presidents of the Royal Institute of British Architects, of the Royal Society of British Sculptors, of the Architectural Association, and the Directors of the British Museum and the Victoria and Albert Museum signed the original memorial which was addressed to the Prime Minister by the President of the Royal Academy on December 16th, 1915.

³ The conditions will be found stated in Trading Accounts and Balance Sheets, 1925-26, presented to the House of Commons, 14th February, 1927. Page 96.

⁴ It is commented on in the Memorandum by Mr. R. M. Y. Gleadowe, Slade Professor of Fine Art at Oxford, printed in the Volume of Evidence accompanying Part I of our Final Report.

the lack of sufficient space is a practical difficulty. The present room properly belongs to the Circulation Department and is needed by that Department. We therefore suggest that the Office of Works, in consultation with the Board of Education, should seek for supplementary accommodation in the South Kensington neighbourhood.

In the second place, provision should be made for the moulding of fresh objects, for the renewal of many of the existing moulds, and for experiments with a view to the production of casts in improved material. We understand that this is largely a question of money, and it would appear that a comparatively moderate increase in annual expenditure for which, we trust, authority will be obtained, would be sufficient to remedy this defect. Again, the present catalogues are inadequate, and should be brought up to date. Moreover, they should contain references to the casts obtainable at other National Institutions, whose catalogues also should be available for reference. Lastly, the room where casts are sold should be one which is readily accessible. It should itself be attractively arranged, and casts of natural objects should be separated from those of works of art.

We cannot but think that both at the Victoria and Albert Museum and at the British Museum sales would be assisted greatly if improved provision were made for the prominent display of small models. In this connection we would refer to the recommendation in Part I of our Report⁽¹⁾ for an additional sales-stall both at the Victoria and Albert Museum and at the British Museum. We believe that there is a considerable potential market for small models and reproductions of all kinds.

A separate category of reproductions which might be considerably developed with great advantage is that of casts and electrotypes of coins, medals and other small objects. We understand that in the case of the British Museum the demand for these objects has markedly increased of late years, and we think that better facilities should be made available in the case of all the National Institutions.⁽²⁾ We think this service would soon justify itself financially.

In the preceding paragraphs we have made suggestions for the better utilisation of existing resources, and we desire to emphasise the great importance of developing these resources immediately. It would be most unfortunate if existing facilities were neglected while the possibilities in connexion with some more ambitious scheme were being explored.

¹ Paragraph 26 (2) (VI).

² See, for instance, the representations made in the Memorandum relative to the Natural History Museum, page 37 paragraph 8 (ii), Volume of Evidence accompanying Interim Report.

A National Museum of Casts.

76. It is notorious that this country has no facilities for the study of comparative sculpture such as are provided by Government Institutions in France and Germany, and there is, we think, unanimity of view among those who are responsible for art teaching that a National Museum of Casts is urgently required.⁽¹⁾ The main difficulty is that of finding adequate accommodation. The existing collections in London, notably those at the Victoria and Albert Museum and at the British Museum, are badly congested. For casts, as for sculpture, something quite different from the ordinary exhibition-gallery is required. Even the finest sculpture galleries, such as the Glyptothek at Munich and the Ny Carlsberg Glyptothek at Copenhagen, suffer from the fact that the sculptures are to a large extent ranged along the walls of rooms, whereas they should, as far as possible, stand out and be illuminated from all sides. There has been this year, in part of the great exhibition building at Cologne, a large international collection of casts singularly well exhibited in a spacious and well-lit semi-circular gallery, where the individual pieces can be inspected from all sides, and where there is plenty of room between them. At the Crystal Palace, since the casts have been cleaned and rearranged, there is now a well-exhibited collection, where again the good effect of properly spaced objects, illuminated from all sides, is very conspicuous.

Fundamental as it is, the question of accommodation is by no means the only problem. There are two others of great importance: (i) Should the Museum attempt to convey to the student an idea, not merely of comparative sculpture, but also of comparative architecture? If it were to be confined to the illustration of comparative sculpture, to the exclusion of architecture, the building required would be very much smaller. That, however, would not be very satisfactory. On the other hand, the great cast of Trajan's Column at the Victoria and Albert Museum, and some of the large architectural monuments housed there demand much space. The Crystal Palace could easily supply it and already possesses a large and very important collection of architectural pieces as well as of individual figures and groups. In its large open spaces casts of any size could be easily accommodated, and this raises the question whether the Crystal Palace itself, which though distant from the centre of London is, in fact, as readily accessible as Kew, is not after all the best place for a large national collection. It is certainly the only existing building at all adequate for

¹ Recent correspondence in *The Times* has emphasised this need. See, for instance, the letter of Professor Ernest Gardner in that journal on the 2nd October, and of Mr. Roger Fry on the 4th October, and Professor Bernard Ashmole's lecture at the University College, of which a summary was given in *The Times* of the 24th October. Professor Gleadowe's Memorandum has already been mentioned.

the purpose. (ii) What administrative authority should be responsible for the proposed National Museum? If regard be had to the development of the Victoria and Albert Museum, to its intimate connexion with the Royal College of Art and with art schools throughout the country, and to the fact that it already contains the nucleus of a Cast Museum, the Board of Education would seem to be indicated as the appropriate authority.

We have thought it best in dealing with the question of the proposed National Museum of Casts to make our comments in the form of tentative suggestions rather than of positive conclusions. Indeed, in present circumstances it would be premature to formulate precise recommendations. We, therefore, recommend that the Board of Education should confer forthwith with the various expert authorities interested in this question with a view to the preparation of an agreed scheme, which we hope will be actively promoted by the proposed Standing Commission.

QUESTIONS OF STAFF.

77. We have not attempted to deal in any detailed way with questions affecting the staffs of the National Museums and Galleries. Among the multiplicity of matters named in our Terms of Reference such points as numbers, pay, method of recruitment and promotion, are not specifically mentioned. Moreover, had we attempted to enquire closely into the requirements of twenty diverse Institutions, we should have been deflected from the main course of our investigation, and should have been unable to present our Reports within any reasonable measure of time. We think, however, that it may be helpful to make some brief observations of a general character.

1. *Adequacy.*

While there are only one or two particular instances in which we have felt it necessary to draw special attention to a shortage of staff, it must not be assumed that we regard the staffing of other Institutions, where no reference to this subject has been made, as adequate to the performance of the many services expected of them. In this connexion our observations as to the disparity in development, measured in terms of State support, between the National Museums and Galleries and other educational services are relevant.¹ Moreover, the recommendations we have already made with a view to the better utilisation of the immense educational resources at the disposal of the nation must inevitably involve some reinforcement of

¹ Interim Report, paragraphs 29 and 30, and Part I of the Final Report, paragraph 4.

personnel, though not necessarily of an extensive character. More generous provision should also be made for conducting the correspondence and business affairs of the Museums and Galleries. At present too much of the time of senior officers has to be devoted to clerical work, some of which could be delegated to others, but all of which is delayed by the want of sufficient clerical staff.

2. *Recruitment.*

(1) The staff of the National Museums and Galleries are recruited and engaged under Civil Service rules. Candidates apply in the first place to the Director or other head of the Museum or Gallery concerned, and, after nomination by the Authorities, have to satisfy the Civil Service Commissioners as regards their general education. Subsequently they appear before a Selection Board set up by the Civil Service Commissioners in consultation with the Institution concerned, the latter being represented on the Board. Generally speaking, the principle of recruitment hitherto has been that a good general education with evidence of ability is the main desideratum. Thus, at the British Museum, Sir Frederic Kenyon states that applicants are informed that the standard of qualification may be taken as that equivalent to a first or second class in honours at a University.

(2) Even if it were possible, we think it would be undesirable to lay down any cut and dried rules for the recruitment of the staffs of institutions so diverse in character as those named in our terms of reference. A wise latitude is desirable. Thus, speaking of the scientific institutions, Sir Arthur Keith said in evidence before us: "I think we have to go to the University for the greater part of our Museum staff, but I have seen so often men who are trained perhaps as clerks or as artisans develop a very great knowledge and keenness, and I do think that it is extremely important that men who would be willing to devote their life most wholeheartedly to this subject should somehow or other be brought into our Museum service. This is not a new idea; it is being done: but it is an avenue of recruitment which you should encourage."⁽¹⁾ Much the same point has been put by Professor J. L. Myres: "There is something to be said for an alternative mode of selection, from men who have followed a hobby on some special line of research in the field, or in foreign Museums, after graduation and proved their quality *before* entering a Museum career." Difficulties which may be experienced by the authorities in filling vacancies in certain highly specialised departments of the greater Museums⁽²⁾ might be met by extending the principle, already

¹ Q. 1686.

² For example, the Departments at the British Museum concerned with Egyptology, Assyriology and Oriental Languages.

recognised by the Treasury and the Civil Service Commissioners, of recruiting men over the normal age. Similarly, although there is already a certain measure of interchange between the staffs of the National Museums and Galleries, it may be found desirable to make more use of this method.

(3) Again, there are possibilities in the development of what has been called the *Attaché* system. This system which is already in embryo both at the National Gallery and at the British Museum, has been developed on a systematic scale by Dr. Friedländer in Berlin. In Berlin the candidates are unpaid, and may become dealers as well as Museum keepers. Lord Crawford in his evidence gave much interesting information as to the system.⁽¹⁾ The successful extension of the *Attaché* system in this country will probably be largely contingent on whether the scheme of affiliation, as between the National Institutions and selected Provincial Institutions, adumbrated in Part I of our Report, can be developed by the proposed Standing Commission. Other outlets for *Attachés* might be found in certain of the greater Museums and Galleries in the Dominions—this depends on closer intercourse between the home and overseas authorities—and possibly in the United States of America. Under present conditions in this country the *Attaché* scheme presupposes the existence of well-to-do young men who can afford to go in for specialist subjects without any certainty that they will eventually secure a post. A small financial allowance might mitigate this difficulty, though certainty of ultimate selection would still be absent. In this connexion it must be remembered that the number of annual vacancies for higher staff appointments at the National Museums and Galleries taken alone is small. During the years 1919-28 it has averaged twelve a year for the whole of the Institutions.

(4) While in respect of a number of institutions we are informed by the Civil Service Commissioners that there is no lack of candidates either in quantity or in quality, we have reason to believe that difficulty has been experienced in securing suitable candidates for departmental appointments in certain of the institutions, for example in the Department of Zoology in the Natural History Museum. We suggest that this question should form the subject of special investigation by the Museum or Museums concerned in consultation with the Treasury and, if need be, with the University authorities. In this connexion we note that in general, little or no provision has been made by the Universities for the special needs of those contemplating a career as Curator in Museums either of science or

¹ Q. 1783 and 1866-8. Further observations on the system of *Attachés* are contained in the Memorandum by Mr. W. Percival Yetts, published in the Volume of Evidence accompanying Part I of our Final Report, p. 155.

of art.⁽¹⁾ It is necessary in this matter to consider the needs not only of the national, but of the numerous provincial institutions. A diploma or post graduate course at a University might be of great assistance to those who contemplate a Museum career.

3. *Co-operation between the National and the Provincial Institutions in Training Curators for Museums and Galleries.*

We have been informed that the question of some organised scheme of training for intending Museum Curators in the provinces has for many years past been considered by the Museums Association. It has been felt by the Association that something is necessary to improve the efficiency and status of the profession. Ill-prepared and unqualified persons are too often appointed as assistants and even as curators in Provincial Museums. The Library Association felt a similar need in regard to librarianship, and some years ago instituted their own examination and diploma, which led to a marked improvement in the qualifications of librarians, and has culminated in a University School of Librarianship, instituted at University College, and leading to a diploma at the University of London.

The only organised scheme for Museums existing in the British Isles is an annual Summer School held at Cardiff and attended by a fair number of persons from the Welsh Museums staffs and by others interested in the matter, such as members of Museum Committees. This is a scheme organised and maintained by the National Museum of Wales; the teaching is given voluntarily by members of the Cardiff staff. It is most desirable that something of the same sort should be done in England and Scotland.

The action of the libraries should be followed. The Museums Association should organise a Summer School. But it is clear that in the early days of such a movement the co-operation of the National Museums would be necessary; they alone can set a high standard, although at a later period it should be possible to enlist the co-operation of the larger and more important provincial Museums, and institute a set of Summer Schools in the provinces.

It is believed that many members of the staffs of the National Museums would be willing to co-operate in such a scheme. We

¹ At the Fogg Museum (Harvard) a considerable number of students are being systematically trained in art history and scholarship as well as in the administrative side of Museum science, qualifying themselves for responsible positions in the Museums of America.

strongly hope that the authorities of the Museums and Galleries will support the proposal. A first step might be taken by instituting a course of lectures and demonstrations in London and Edinburgh respectively, dealing with the principles and technique of Museum work. It is quite possible that such courses would at first attract few students, and might, as in Wales, be mainly attended by those who are already assistants in Museums and Art Galleries, but if successful this should lead to later developments in which young people who desire to become assistants in Art Galleries and Museums would form a large part of the classes; this should, as in the case of the libraries, lead in the first instance to a certificate issued by the teachers, and later to a diploma issued by the Museums Association (when that body has become better organised for such a purpose), and ultimately perhaps lead to a University diploma.

It is certain that with better preliminary training those who apply for posts in provincial Museums and Art Galleries would come far better equipped for their work, and the whole status of Museum curators and assistants would be greatly improved.

Conclusion.

78. Our terms of reference, while directing us to enquire into the whole position of the twenty National Institutions named therein, suggested that we should consider in what way, if any, expenditure might be limited without crippling the educational and general usefulness of the Institutions. It has been made apparent in our Reports that, in our judgment, economies have already been carried too far, and that some increase in expenditure is inevitable. But we have throughout been mindful of financial exigencies, and have deliberately confined ourselves to urgent needs and practical remedies. The increase of expenditure we recommend is indeed trivial compared with the vast sums annually allocated to educational and social services. We believe that the small addition to the public charges will be abundantly recompensed, not only in improved service, but in the response of generous citizens. We are gratified that our efforts have already resulted in a notable response. The gift of funds permitting the Elgin Marbles to be shown in a setting worthy of their world pre-eminence, no less than the provision of means which will enable the National Library of Scotland effectively to fulfil its mission are signal achievements of private generosity.

We wish to draw special attention to the remarkable services rendered to us by our Secretary, Mr. John Beresford, who has displayed a rare combination of brilliancy and tact in the discharge of the arduous and delicate functions confided to him. We desire also to recognise the admirable work of our Assistant Secretaries, Mr. J. R. Chambers and Mr. J. H. Penson. Our

clerks, Mr. W. Nightingale and Mr. J. D. Rae, and our shorthand-writer, Miss K. M. Baker, have fulfilled with notable zeal and efficiency the heavy tasks imposed upon them.

ALL WHICH WE HUMBLY SUBMIT FOR YOUR MAJESTY'S GRACIOUS CONSIDERATION.

D'ABERNON.
 EVAN CHARTERIS.
 T. L. HEATH.
 LIONEL EARLE.
 R. T. GLAZE BROOK.
 GEO. MACDONALD.
 COURTAULD THOMSON.
 MARTIN CONWAY.
 HENRY A. MIERS.
 ROBERT WITT.
 A. E. COWLEY.

JOHN BERESFORD (*Secretary*),
 J. H. PENSON (*Assistant Secretary*).

1st January, 1930.

Summary of Conclusions and Recommendations.

1. The present report deals with questions relating to individual Institutions but, in our judgment, their future progress will depend on whether the general recommendations in our Reports are carried out. A number of suggestions can be put into effect by the authorities of the Institutions themselves. (Para. 1.)

The British Museum.

2. While reconstitution of the government of the British Museum would not affect any useful purpose, the time has come when two important administrative changes would be beneficial.

(i) The present Standing Committee supervises not only the literary, historical and artistic collections at Bloomsbury, but the collections of natural history at South Kensington. The burden of responsibility thrown upon the Standing Committee has become too great, and the future interests both of Bloomsbury and of South Kensington would be advanced if two Standing Committees were created, one constituted with special regard to the humanistic collections, and the other with special regard to the natural history collections.

(ii) As a natural corollary of this change we recommend that the Director of the Natural History Museum should be made wholly responsible for the care and custody of the collections housed therein. (Paras. 2-6.)

3. As regards the question of the Copyright Acts, we agree with the learned bodies, that no drastic amendment of that clause of the principal Act which requires the British Museum to receive a copy of every publication in the United Kingdom, is desirable. There are, however, certain clearly defined classes of material which might be excluded. Power should be taken to exclude them. (Paras. 7-9.)

It has been suggested that scientific periodicals and books received under the Copyright Acts should in future not go to the British Museum. Neither the cause of efficiency or economy would be served by this course. In general we are opposed to the principle of any disintegration of the supreme national library. (Para. 10.)

4. The purchase grant for all departments at Bloomsbury, including the Library, remains at the same figure to-day (£25,000) as before the War. Meanwhile a new Society of "Friends of

the National Libraries " is in process of formation to assist the national Institutions to acquire such treasures as early printed books, etc. We believe that the work of this Society will be invaluable, but its formation does not absolve the State from its duty, and we strongly recommend that an adequate purchase grant be placed at the disposal of the British Museum for ordinary purchases of new foreign books and periodicals, and for filling up gaps in various categories of older books. (Para. 11.)

5. We are glad to learn that the scheme for reprinting the great Catalogue of Printed Books is now well under way, and that the cost of this undertaking will be recouped by subscriptions from libraries all over the world. (Para. 12.)

6. We endorse the recommendation of the Public Libraries Committee that a self-supporting scheme for a central supply of catalogue cards to libraries throughout the country should be instituted. We recommend that the British Museum should undertake this work. (Para. 13.)

7. The pre-eminent position of the British Museum is due in large measure to the excavations which have been undertaken in various parts of the world. It is of the utmost importance that the Museum should be in a position, not only to continue, but to extend its expeditions abroad. At the same time we suggest that a more active policy might be pursued by the Trustees in the matter of excavations at home. (Para. 14.)

8. We have carefully considered questions relating to structural condition at the British Museum. We do not, however, feel justified in making specific recommendations on this matter. (Para. 15.)

9. We recommend that the administration of the Scientific Laboratory at the British Museum should now be transferred from the Department of Scientific and Industrial Research to the Trustees. (Para. 16.)

The Natural History Museum.

10. We have already dealt with urgent accommodation needs in our Interim Report and we have only to express the hope that the whole of the additions recommended will be completed at the earliest possible date. (Para. 17.)

11. We recommend that the question of the staffing of the Natural History Museum, which in our view is not adequate,

should form the subject of direct negotiations between the Trustees and the Treasury. (Para. 17.)

12. Further, we recommend that such necessary supplement of the purchase grant as will enable the Museum to take a more active part in expeditions abroad should be made. (Para. 17.)

13. We have considered the question of the relation between the Royal Botanic Gardens, Kew, and the Botanical Department of the Natural History Museum, and we incline to the view that a combination of the two Institutions represents the ideal that should be aimed at.¹ We refrain, however, from making a definite recommendation that the Botanical Department at South Kensington should be transferred to Kew forthwith as we think that this complicated question should be reviewed by the Trustees of the British Museum and the Ministry of Agriculture in the light of our conclusion. (Para. 18.)

The National Gallery.

14. The question of the best method of government for the National Gallery has been periodically canvassed. Our conclusions on the subject of the government of the Gallery may be summarised as follows :—

(i) It is desirable to ignore rhetoric and invective and to have regard to broad results. During the main phases of its development the National Gallery has steadily progressed, and has never stood higher in public esteem than it does to-day.

(ii) The Treasury Minute of 1894 brought the Trustee system at the National Gallery into closer accord with the Trustee system in other Institutions.

(iii) Confusion and controversy would be avoided in future if the Director occupied precisely the same position as the Directors of the other National Institutions which are governed by Boards of Trustees. The present position is anomalous for the Director is also a Trustee. We think that the Director's position as the chief executive and administrative authority of the Gallery should be strengthened by an amendment of the Treasury Minute of 1894 so as to make the staff, without exception, responsible to him.

¹ Sir Henry Miers dissents from this conclusion.

(iv) It is essential that Trustees should not forget that the duties required of them as Trustees differ from the duties required of the Director.

(v) We think that practising artists should not be wholly unrepresented in the government of the Gallery, but any prescriptive right of appointment is undesirable. What is required is the widest latitude of choice in nominating to the Board.

(vi) We have considered whether it would be possible or desirable to draw a precise distinction between matters of policy and matters of technical importance. We have reached the conclusion that hard and fast definitions are seldom satisfactory, and that so far from eliminating friction they may exacerbate it. (Paras. 19-21.)

15. The time has come when a more concentrated effort is needed to strengthen the representation of the British school of painting and to ensure that opportunities for acquiring pictures by English artists in past periods are not lost. (Paras. 22-23.)

16. As regards statutory restrictions we do not recommend any modification of the seldom used Sales Act of 1856, but a minor modification of the Loans Act of 1883 would be desirable. (Para. 24.)

17. We recommend that collections of pictures available for loan should be organised as far as possible on some carefully considered basis. Moreover, better facilities for storing pictures should be provided. (Paras. 25-26.)

The Tate Gallery.

18. It was the object of the Treasury Minute of 1917 to secure for the Tate Gallery at one and the same time a separate identity and the closest possible co-ordination with the National Gallery Board. The result has been very successful. (Para. 27.)

19. We recommend that more precise arrangements should be made with a view to assigning to the Gallery an adequate purchase grant. (Para. 28.)

20. We suggest that the representation of modern foreign schools of painting should be substantially strengthened. (Para. 29.)

21. We recommend that in any future extension of the Tate Gallery space should be reserved for a gallery for loan or temporary exhibitions. (Para. 30.)

22. In connexion with our recommendation in Part I, relative to overseas loans, we hope that full advantage will be taken of the unrivalled resources of the Turner Bequest. (Para. 31.)

23. As regards the representation of modern sculpture we suggest that the provisional arrangements between the Victoria and Albert Museum and the Tate Gallery should be defined on the lines of the agreement already approved in the case of water-colours and drawings. (Para. 32.)

The National Portrait Gallery.

24. Through the generosity of Sir Joseph Duveen we are glad to note that our recommendation as regards urgently needed extension is in process of fulfilment. (Para. 33.)

25. The educational use of the Gallery would further be greatly increased if its publications could be put on a more satisfactory footing. An improved Illustrated List is being produced, and we trust that no time will be lost in making preparation for a full scientific catalogue which is urgently needed. (Para. 34.)

The Public Record Office.

26. Drastic economies in the case of the Public Record Office have resulted in a position which may be stated summarily as follows: (i) The higher staff is now less in number than it was in 1914. (ii) The output of calendars and historical publications has been approximately halved since the War. (iii) There is inadequate provision for preservation and repair.

We are informed that an additional sum of £3000-4000 a year would enable the most urgent of the needs summarised above to be met in some measure. We strongly recommend that provision should be made accordingly. (Para. 35.)

27. The work of such unofficial bodies as the Institute of Historical Research and the British Record Society is invaluable in promoting the preservation of historical records. We endorse the policy of the Master of the Rolls in collaborating with these bodies, whose work we hope will receive all possible assistance from the public. (Para. 36.)

The Victoria and Albert Museum.

28. We think that the close association of the Museum with the Board of Education, which has been so fruitful in its results, should continue.

We recommend that the Advisory Council should be strengthened (i) by including one or two persons from the Board's own Inspectorate or from outside who are in immediate contact with educational administration and schools, and (ii) by an amendment of the terms of reference so as to make educational developments and contact with industry primary and continuous objects of attention. (Para. 37.)

29. Counterpoise to over-emphasis of the dealer-connoisseur side would be to devote increased attention to the best examples of modern design. We recommend that the authorities should be encouraged to acquire works of the best modern design after temporary exhibition in the Museum, and that the bonds between the Museum and the British Institute of Industrial Art should be strengthened. (Para. 38.)

30. In general the arrangement of the collections is the best that could be devised for the primary purpose of the Museum. The recommendations in our previous Reports as to the importance of selected exhibits and illustrative series can be given effect to without disturbing unduly the basic arrangement. (Para. 39.)

31. Until it is possible to develop a separate Museum illustrating the artistic civilisation of this country, the nucleus of an English collection might be developed within the Victoria and Albert Museum. (Para. 40.)

The Bethnal Green Museum.

32. We hope that this Museum will receive continually increasing support. We recommend (i) that representative loan exhibitions of the best modern objects of art should be held occasionally, and that pictures in the Museum should be supplemented by loans from other National Institutions; (ii) that a teacher trained in organising school visits should be appointed; (iii) that rooms especially designed for the use of children should be erected. (Para. 41.)

The Science Museum.

33. The administration should continue to be in the hands of the Board of Education. We consider, however, that the industrial and educational utility of the Museum would be enhanced if the Advisory Council were reconstituted, given a larger measure of initiative, and strengthened (i) by making it more fully representative of scientific institutions and industrial groups, and (ii)

by amending the present terms of reference so as to assign to the Council a more active part in the management and development of the Museum. (Para. 42.)

34. We strongly recommend that the erection of the Central Block of the Science Museum should be begun as soon as possible. In making this recommendation we have been guided by the following considerations :—(i) The urgent need for more accommodation and the replacement of galleries condemned thirty years ago. (ii) The need for more adequate representation of current practice in the manifold fields of applied science. (iii) The great educational utility of periodical exhibits dealing with recent discoveries and developments. (iv) The need for the provision of essential facilities to keep pace with the ever-growing interest of all sections of the community in the applications of physical science. (v) We have been deeply impressed by the great Science Museum at Munich. (Paras. 43-44.)

35. On the educational and industrial side we are satisfied that the potentialities of usefulness of the Science Museum are very great, and we hope that they will be developed energetically by the Board of Education. (Para. 45.)

36. The Science Museum Library is at once a great reference library of scientific literature and also a lending library to approved institutions. The purchase grant of the Library has remained unchanged for nearly half a century. The Library cannot expand adequately until the Central Block has been built, but some accommodation is immediately available. We therefore recommend that the purchase grant should be substantially increased at once and thereafter progressively raised. (Para. 46.)

The Geological Survey and Museum.

37. The Geological Survey and Museum, as essentially a research Institution, is appropriately administered under the Department of Scientific and Industrial Research. Our recommendation as regards new accommodation has been accepted, and we trust that the new building will be erected with the least possible delay on the space designed for it at South Kensington. (Para. 47.)

The South Kensington Site.

38. As regards the South Kensington site, future development should be determined by a strict adherence to the original plan, namely, utilisation for purposes connected with the study and

application or science or art. We further recommend that the Office of Works, in consultation with the authorities of the Natural History, Science and Geological Museums, should consider the provision of a large lecture theatre, and the possibility of refreshment accommodation which would be available for all three Museums. (Para. 48.)

39. When the Standing Commission has been appointed the new body should promote all practicable means for useful co-ordination between the Scientific Institutions. (Para. 48.)

The Wallace Collection.

40. On account of the specific conditions of the bequest, no major questions of policy arise. But there are certain matters of considerable practical importance on which we make the following recommendations :—(i) The Trustees should be assisted as far as possible in such modest requests as they may make for the more adequate decoration and arrangement of the collections. (ii) We strongly recommend that appropriate provision should be made for the maintenance of the library and the adequate indexing and cataloguing of the renowned collection of arms and armour. (iii) While we sympathise with the representations on the subject of the interpretation of the Trust, we suggest that the proper step is for a case to be put on any doubtful point to the legal advisers of the Government. (iv) We are unable to recommend that the three additional galleries on the second floor should be re-opened. We do not think that the annual and capital cost would be justified. (Para. 49.)

The Royal Botanic Gardens, Kew.

41. Owing to the fortunate absence of statutory restrictions of any kind, the economic and scientific work of Kew, under the administration of the Ministry of Agriculture and Fisheries, has been able to develop freely and rapidly. The invaluable economic results depend very largely on the scientific work which is carried on in the Herbarium with its indispensable adjunct, the Library. We understand that congestion in these has reached the point at which research work is embarrassed. The cost of extending the Herbarium and Library would not be large, and we recommend that this work should be begun without delay. (Paras. 50-51.)

The London Museum.

42. The London Museum should set a national standard for other museums of its kind. We do not, however, think it possible for the Museum to play its part until its staffing arrangements have been placed on a more satisfactory basis. We therefore recommend that the administrative machinery of the Museum should be reviewed by the Treasury in consultation with the Trustees. We further suggest that it would be desirable to make some addition to the number of Trustees. (Paras. 52-53.)

43. At present the London Museum has no purchase grant, and we recommend that some provision should be made by the Exchequer. (Para. 54.)

The Imperial War Museum.

44. While the Act under which the Imperial War Museum was created does not in terms limit the collections to the Great War of 1914-18, there can be no doubt as to the original purpose for which the Museum was founded. In our view the great historical importance and significance of the present collections depend on their being confined to the commemoration of a unique ordeal. (Paras. 55-56.)

45. Though the question of future accommodation for the Museum is not immediately pressing, it is desirable that the authorities concerned should consider in plenty of time where the Museum could most appropriately be housed. (Para. 57.)

The Royal Scottish Museum.

46. Association of the Museum with the Scottish Education Department is in every way desirable and should be continued. The usefulness of the Advisory Committee would be extended by widening its scope so as to promote more direct contact with industry and education. (Para. 58.)

47. As regards further developments we recommend: (i) that the suggested scheme for the circulation of objects to museums and schools in Scotland should be put into execution rapidly; (ii) that the Museum should make every effort to promote modern craftsmanship; (iii) that some increase in the annual purchase grant, which has remained stabilised since 1886, should be made; (iv) that the extended accommodation planned for the Department of Technology should be begun; (v) that

congestion in the Library should be met by disposing of the patents specifications; (vi) that certain portions of the botanical collections should be transferred to the Royal Botanic Garden. (Para. 59.)

The National Galleries of Scotland.

48. Our recommendations as regards the government of the National Galleries, Scotland, are as follows:—(i) The Control of the National Gallery and of the National Portrait Gallery under Trustees should remain undisturbed. (ii) As long as the Museum of Antiquities remains in the same building as the National Portrait Gallery, the present dual system of control is not objectionable. (iii) But as soon as provision for other accommodation can be made, the National Galleries of Scotland Act, 1906, should be so amended as to place the control of the Museum of Antiquities absolutely under the Society of Antiquaries. (iv) As regards appointments to the staff of the three Institutions, the practice of consultation between the Secretary of State and the authorities should be formally prescribed. (Paras. 61-62.)

49. As regards future development we recommend a scheme under which a separate site and building should be provided for the Museum of Antiquities. Accommodation for a Gallery of Modern Art on the lines of the Tate Gallery in London would then be available in the space at present occupied by the Museum contiguous to the National Portrait Gallery. This scheme would also afford provision for a much needed Department of Prints and Drawings, and enable the Scottish National Gallery to develop on the lines of the National Gallery in London. (Para. 63.)

The National Gallery.

50. Meanwhile, we recommend the widest possible extension of the policy of loan. Moreover, we suggest that the policy of acquiring sculpture should not be pursued. If and when a Tate Gallery has been provided for Scotland, sculpture might more appropriately be represented therein. (Paras. 64-65.)

The National Portrait Gallery.

51. We think that congestion might temporarily be solved by the provision of additional screens, etc. As regards fire risk we think that the roof urgently requires attention and that its reconstruction should be set in hand without delay. (Paras. 66-67.)

The Museum of Antiquities.

52. Congestion would be relieved and display improved by various temporary expedients.

We think that the educational utility of the Museum would be greatly increased if a guide lecturer were available, and we also recommend that the authorities should share in the proposed Circulation arrangement. (Paras. 68-69.)

The National Library of Scotland.

53. Government by Trustees was instituted by the Statute of 1925, and we have no change to suggest in the organisation then established.

The urgent need for new accommodation has been met by a combination of private generosity and State aid, and we are gratified that the scheme recommended in our Interim Report has been endorsed in its entirety. (Paras. 70-71.)

54. The Library is urgently in need of a new catalogue. While the re-printing of the British Museum Catalogue of Printed Books will facilitate the task of the authorities, it will not solve the problem. In this connexion we desire to emphasise the generosity with which Scotsmen have come to the aid of their National Library. Where private individuals have done so much, it is the duty of the State to deal in a sympathetic spirit with the reasonable requests of the authorities. (Para. 71.)

55. We recommend that in the new building provision should be made for adequate exhibition facilities for selected printed books and manuscripts. (Para. 71.)

The Register House.

56. The recently passed Reorganisation of Offices (Scotland) Act, 1928, has, in general, solved administrative difficulties. It would be well if statutory provision were made for the custody and control of Scottish public records as was done in England by the Public Records Act of 1838. (Para. 72.)

57. The question of the inter-relations between the Scottish National Library and the Scottish Record Office has been met by an informal understanding, and this should be the basis of any permanent arrangement. (Para. 73.)

MISCELLANEOUS MATTERS.

The Question of Casts.

58. As regards the reproduction and sale of casts we recommend (i) that more room should be available both for the production of casts and for the custody of moulds; (ii) that financial provision should be made so as to enable fresh objects to be moulded, existing moulds renewed, and experiments made for production in better material. Furthermore, the present catalogues should be brought up to date and improved. Steps should also be taken to improve facilities for the sale both of large and small objects. We desire to emphasise the great importance of developing present resources immediately. (Para. 75.)

59. There is unanimity of view that a National Museum of Casts is urgently required. There are three main problems, (i) site and space; (ii) whether the Museum should include both comparative sculpture and comparative architecture; (iii) what administrative authority should be responsible for the proposed institution. As regards (i) and (ii), we suggest that the Crystal Palace is the only existing building which might adequately meet the needs of the present situation. As regards (iii) we think the Board of Education should be the administrative authority. We recommend that the Board of Education should confer forthwith with the various expert authorities with a view to the preparation of an agreed scheme, which should be actively promoted by the proposed Standing Commission. (Para. 76.)

Staff.

60. We have not attempted to deal in any detailed way with questions affecting the staffs of the twenty diverse Institutions named in our reference. But the following observations may be helpful:—(i) The recommendations we have already made with a view to the better utilisation of educational resources must involve some reinforcement of staff in the various institutions, though not necessarily of an extensive character. (ii) It would be undesirable to lay down any cut and dried rules for the recruitment of the staff of Institutions so diverse in character. A wise latitude is desirable. (iii) There are possibilities in the development of the Attaché system. (iv) Where the museum authorities find it difficult to secure suitable candidates, the question should be specially investigated by the institution concerned in consultation with the Treasury, and, if need be, with the

University authorities. Little or no provision has been made by the Universities for the special needs of those who think of entering on a Museum career. A diploma or post graduate course might be of great assistance to candidates. (v) It is desirable to consider the needs not only of the national, but of the numerous provincial Institutions. The Museums Association has long felt the urgent necessity for an improvement in the efficiency and status of museum curators in the provinces. We suggest that the Museums Association should organise a summer school. The authorities of the National Museums and Galleries should co-operate so as to ensure the success of such a scheme. (Para. 77.)

Conclusion.

61. It has been made apparent that economies have been carried too far, and that some increase in expenditure is inevitable. The small additional charges involved will be abundantly recompensed. We are gratified that our efforts have already resulted in a notable response from generous citizens. (Para. 78.)

APPENDIX I.

GEOLOGICAL SURVEY BOARD.

Terms of Reference.

(a) To undertake, within the limits prescribed in the estimates for the year and by the general policy and the programme of work approved from time to time by the Minister, the management of the Survey and Museum so far as concerns all current business, work of survey or report and distribution of personnel.

(b) After consultation with the Director to frame and recommend annually for the approval of the Minister, a programme of work to be undertaken for the coming year and to submit therewith a statement as to the staff arrangements and other provision required for carrying out that programme.

(c) To report upon matters bearing on the functions or work of the Geological Survey or Museum, and

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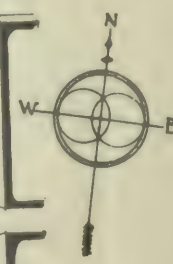
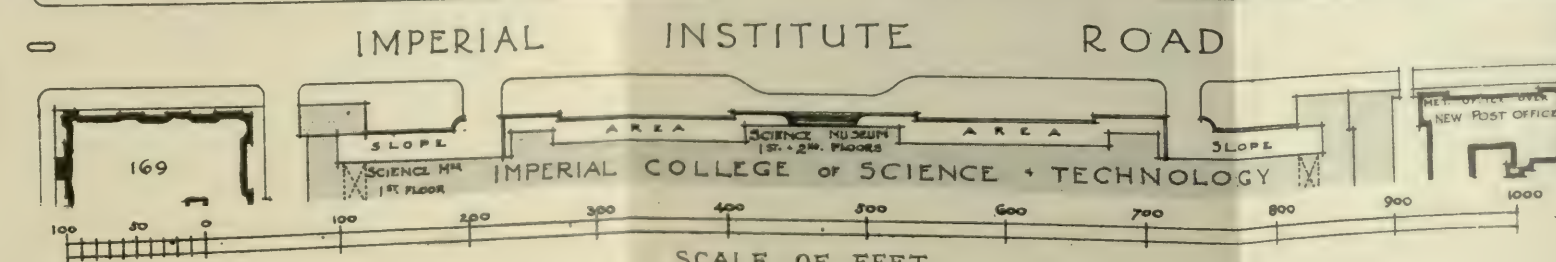
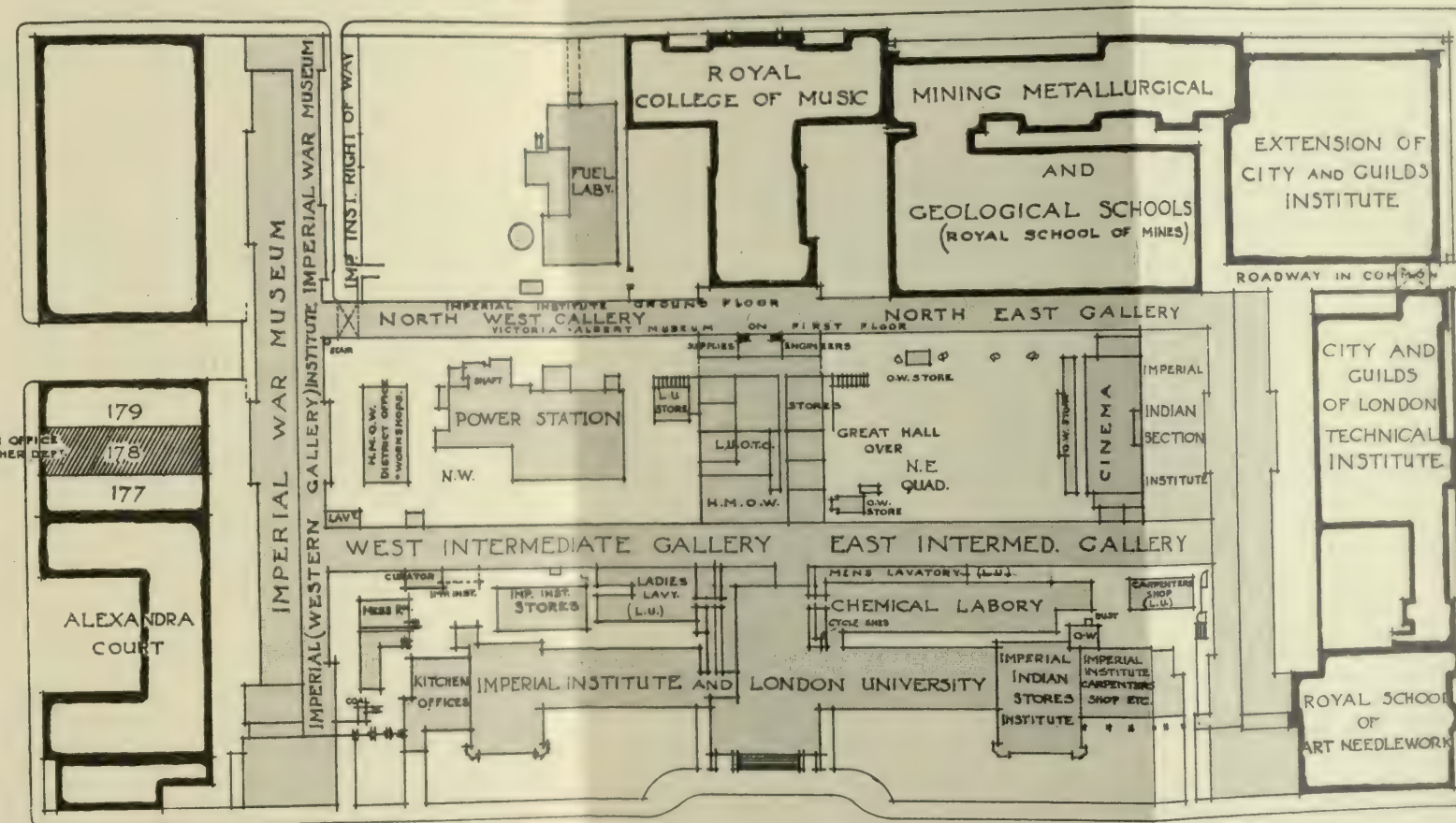
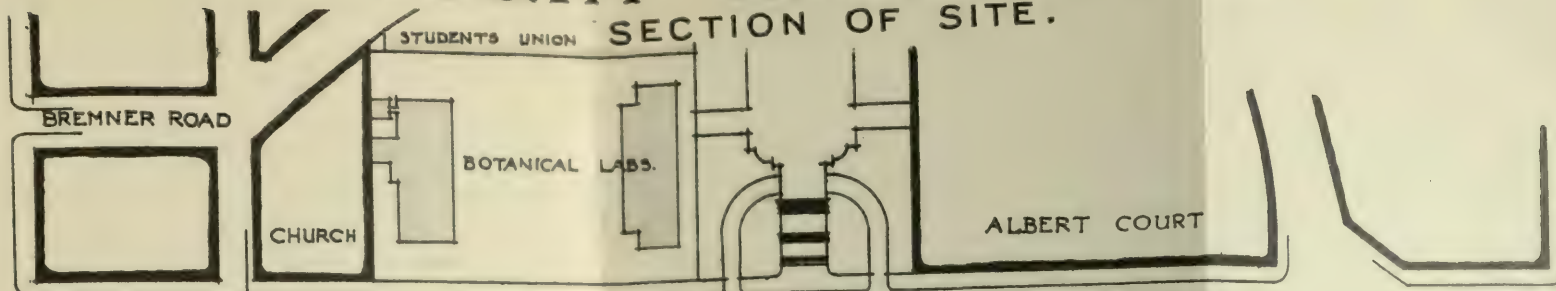
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INDEX.

(Numbers refer to paragraphs except where preceded by p. = page.)

Administration:

see also particular museums and galleries.

by Department, 37.

Bethnal Green Museum, 41.

Geological Museum, 47, p. 89 (37).

Kew, Royal Botanic Gardens, 50, p. 90 (41).

Royal Scottish Museum, 58, p. 91 (46).

Science Department, 42, p. 88 (33).

Victoria and Albert Museum, 37, p. 87-8 (28).

Trustees:

British Museum, *see that title.*

London Museum, *see that title.*

National Gallery, *see that title.*

National Gallery, Scotland, *see that title.*

National Library of Scotland, *see that title.*

National Museum of Antiquities, Scotland, *see that title.*

National Portrait Gallery, Scotland, *see that title.*

Origin of, 2.

Tate Gallery, *see that title.*

Agriculture and Fisheries, Ministry of,
administration of Royal Botanic
Gardens, Kew, 50, p. 90 (41).

Attaché system, *see under Staff.*

Bethnal Green Museum:

Administration by Board of Education,
41.

Children's rooms, recommendation, 41,
p. 88 (32).

Dixon Bequest, 41.

Loans from National Portrait Gallery,
recommendation, 41.

Modern art, representative loan ex-
hibitions, recommendation, 41,
p. 88 (32).

increasing Support from Victoria and
Albert Museum and Board of
Education desirable, 41, p. 88 (32).

Teacher should be appointed by
London County Council specially
trained in relation of objects of
art to everyday life who should
organise school visits, etc., 41,
p. 88 (32).

British Institute of Industrial Art, con-
nection with Victoria and Albert
Museum, strengthening of, recom-
mendation, 38, p. 88 (29).

British Museum:**Administration:**

Co-ordination with Natural History
Museum, proposed means, 5.

History of, 2.

Trustees, *see that title below.*

Attaché system, 77 (2).

Casts:

Collection, congestion, 76.

Reproduction and sale of, 1835 to
1857, 75.

Sale of, improved provision for dis-
play, recommendation, 75.

Director, as Accounting Officer for
Natural History Museum, pro-
posed change of system, 6, p. 83 (2).
second Entrance by way of King
Edward VII galleries, lift should be
brought into immediate use, 15.

Excavations:

Field work at home, importance of,
14, p. 84 (7).

Value of, 14, p. 84 (7).

Laboratory:

Administration, transfer to Trustees
from Department of Scientific and
Industrial Research, recommenda-
tion, 16, p. 84 (9).

Establishment of, 16.

Relationship between Museum
authorities and Department of
Scientific and Industrial Research,
16.

Library:

Assistance of National Library of
Scotland in production of new
catalogue, 71 (2), p. 93 (54).

Catalogue, reprinting:

Cost per set, 12.

in Progress, and subscriptions to be
received from libraries all over
the world, 12, p. 84 (5).

Central supply of catalogue cards
from, recommendation, 13, p. 84
(6).

Co-ordination with other national
libraries, recommendation of Part I
of Final Report referred to, 10.

D

British Museum—cont.**Library—cont.****Copyright Acts:**

no Drastic amendment desirable, 8, p. 83 (3).

Exclusion of certain categories, proposal, 9, p. 83 (3).

Scientific periodicals and books, deposit in Science Museum Library instead, objections to proposal, 10, p. 83 (3).

any Disintegration of, objected to, 10, p. 83 (3).

Purchase grant, inadequacy of, and increase recommended, 11, p. 83 (4).

Print Room, access to, lift should be brought into immediate use, 15.

Purchase grant:

Amount, prior to 1912 and at present, 11.

Inadequacy and increase recommended, 11, p. 83 (4).

Staff, qualifications required, 77 (2).

Structural condition:

Considerations *re*, 15.

Fire risk, measures for reduction recommended, 15.

Investigation by Sub-Committee, 15.

Position *re*, 15.

no Specific recommendations, 15, p. 84 (8).

Trustees:

Constitution, 2.

Reconstitution not recommended, 4, p. 83 (2).

Standing Committee:

Administration of Natural History Museum by, 5.

Appointment, 1755, 2.

Constitution, 2.

Constitution at present, 2 note.

Development of, 2.

Election method, 2.

Meetings, 2, 5.

Separate Standing Committee for Natural History Museum, recommendation, 5, p. 83 (2).

Sub-Committees, 2.

Success of system, 3.

British Record Society, work of, 36 p. 87 (27):

Casts:

Casts and electrotypes of coins, medals, etc., recommendation, 75.

Catalogues, recommendation, 75 p. 94 (58).

Cologne, international collection, 76.

National Museum:

Accommodation at Crystal Palace, possibility, 76, p. 94 (59).

Casts—cont.**National Museum—cont.**

Administration by Board of Education, proposal, 76, p. 94 (59).

Board of Education should confer with expert authorities with view to preparation of scheme, 76, p. 94 (59).

Need for, 76, p. 94 (59).

Scope of, 76, p. 94 (59).

Reproduction and sale of:**Accommodation:**

Extension, recommendation, 75, p. 94 (58).

Supplementary, in South Kensington neighbourhood, recommendation, 75.

History of arrangements, 75.

Importance of, 75.

Moulding of fresh objects, renewal of existing moulds and experiments, provision should be made for, 75, p. 94 (58).

Present position *re*, 75.

Recommendations, 75, p. 94 (58).

Sale room, recommendation, 75, p. 94 (58).

Unsatisfactory features of arrangements, 75.

Copyright Acts, *see under* Library under **British Museum**.

Crystal Palace:

Casts, collection of, 76.

National Museum of Casts at, possibility, 76, p. 94 (59).

Dixon Bequest, Bethnal Green Museum, 41.

Duveen, Sir Joseph, donation, 32, p. 87 (24).

Edinburgh, Royal Botanic Garden, transfer of portions of botanical collections from Royal Scottish Museum, suggestion, 60 (6), p. 92 (47).

Education, Board of, Administration by: of National Museum of casts, proposal, 76, p. 94 (59). of Science Museum, 42, p. 88 (33). of Victoria and Albert Museum, *see that title*.

Educational facilities and influence:

Bethnal Green Museum, 41, p. 88 (32). London Museum, 52.

Excavations:

Abroad, value of, 14, p. 84 (7).

Field work at home, importance of, 14, p. 84 (7).

Friends of the National Libraries, Society of, 11, p. 83 (4).

Geological Survey and Museum:

Administration:

by Geological Survey Board and continuance recommended, 47.

Transfer from Board of Education to Department of Scientific and Industrial Research, 1919, 47, p. 89 (37).

Co-ordination with Natural History and Science Museums, recommendation *re*, 48, p. 90 (39).

Lecture theatre and refreshment accommodation, *see under* South Kensington site.

Transfer to South Kensington, erection of new building as soon as possible recommended, 47, p. 89 (37).

Geological Survey Board:

terms of reference, App. (p. 96).

Germany:

Berlin, attaché system, 77 (2).

Cologne, international collection of casts, 76.

Munich, Deutsches Museum, 44, 45, p. 89 (34).

Herbarium, economic importance of, 51 note.

Historical Documents, work of non-official bodies and importance of intimate contact with Public Record Office, 36, p. 87 (27).

Imperial War Museum:

Accommodation:

Future, consideration desirable, 57, p. 91 (44).

in Western Galleries adjoining Imperial Institute until 1941, 57.

Historical importance of, 56.

Original purpose of, 55, p. 91 (44).

Scope, confining of, to Great War, recommendation, 55, 56, p. 91 (44).

Scope and character of, 55.

Small arms of post-1715 pattern, loan collection, 55.

Institute of Historical Research, work of, 36, p. 87 (27).

Kew, Royal Botanic Gardens:

Administration by Director under Ministry of Agriculture and Fisheries, 50, p. 90 (41).

Contact with botanical research stations abroad, 50.

Kew, Royal Botanic Gardens—cont.

Economic results of work, 50, p. 90 (41).

Herbarium, extension, recommendation, 51, p. 90 (41).

Library, extension, recommendation, 51, p. 90 (41).

Removal of Natural History Museum botanical department to, *see under* Natural History Museum.

Libraries, central cataloguing, recommendation, 13, p. 84 (6).

Loans, *see under* particular museums and galleries.

London Museum:

Administrative arrangements, review of, recommendation, 52, p. 91 (42).

Educational facilities, development desirable, 52.

Functions, 52.

History of development, 52.

Purchase fund, provision of, recommendation, 54, p. 91 (42).

Staff:

Need for placing on more satisfactory basis, 52, p. 91 (42).

Women lecturers, employment should be considered, 52.

Trustees, increase in number, recommendation, 53, p. 91 (42).

Museums Association, summer school, recommendation, 77 (3), p. 95 (60).

National Galleries of Scotland:

see also National Gallery, Scotland; National Museum of Antiquities, Scotland; and National Portrait Gallery, Scotland.

Accommodation:

Consideration by Sub-Committee, 63.

Increase, need for, 63 (1).

Recommendations, 63.

Development of, recommendations, 63.

Prints and drawings, co-ordinated collection:

Accommodation for, 63 (4).

Need for, and recommendation, 63 (2), p. 92 (49).

National Gallery:

Administration:

Development, 19.

Select Committee of 1853:

Evidence before, 19.

Recommendations, 19.

Attaché system, 77 (2).

British school of painting, increased representation of, recommendation, 22, 23, p. 86 (15).

National Gallery—cont.

Development of, 21, p. 85 (14).

Director:

Anomalous position of, 21 (3).

Civil Service Regulations, appointment of Sir C. Holmes subject to, 19.

Position of, and relations with Trustees:

Lansdowne Resolutions, 1902, 19.

Recommendations, 21, p. 85-6 (14).

Treasury Minute, 1855, 19, 21.

Treasury Minute, 1894, 19, 21, p. 85 (14).

Staff should be made responsible to, 21 (3), p. 85 (14).

Tenure of office, 19.

should not be a Trustee, 21 (3), p. 85 (14).

List of desiderata, practice of, adoption by other museums and galleries and availability for benefactors, recommendation, 23.

Loans:

to Provincial Museums and galleries, etc., organisation of material for, recommendation, 25, p. 86 (17).

Statutory restrictions and proposed modification, 24, p. 86 (16).

Relationship with Tate Gallery, 5.

Sale of pictures, statutory restriction, but Sales Act, 1856, a dead letter and extended powers not necessary, 24, p. 86 (16).

Storing of pictures, facilities, recommendation, 26, p. 86 (17).

Trustees:

Practising artists, representation on, recommendation, 21 (5), p. 86 (14).

Relations with Director, *see under* Director *above*.

National Gallery, Scotland:

Accommodation, separate gallery for recent and modern art, 63 (1) (4), p. 92 (49).

Administration:

by Board of Trustees, and continuance recommended, 61, 62, p. 92 (48).

History of, 61.

Characteristics of, 64.

Engravings and drawings, collection, 63 (2).

Loans, extension recommended, 64 p. 92 (50).

Officers and staff, appointment by Secretary of State, consultation of Board, recommendation, 62, p. 92 (48).

National Gallery, Scotland—cont.**Sculpture:**

Exhibition of, 65.

Transfer, recommendation, 65, p. 92 (50).

National Library of Scotland:

Accommodation, provision of new, 70, p. 93 (53).

Administration by Board of Trustees and Standing Committee, 71 (1), p. 93 (53).

Allocation of documents between Register House and, 73, p. 93 (57).

Catalogue:

New, scheme, and proposed assistance by British Museum, 71 (2), p. 93 (54).

Present position, 71 (2).

Exhibition facilities of selected books and manuscripts desirable, 71, p. 93 (55).

Financial assistance, recommendation, 71 (2), p. 93 (54).

Financial gifts and bequests, 71 (2).

Prints and drawings collection, 63 (2).

Transfer of patent specifications to, from Royal Scottish Museum, recommendation, 60 (5), pp. 91-2 (47).

National Museum of Antiquities, Scotland:

Accommodation, 61, 63 (3).

in Separate buildings, recommendation, 63 (3, 4), p. 92 (49).

Administration by Board of Trustees and Society of Antiquaries, 61.

Dual control not objectionable as long as Museum in same building as National Portrait Gallery, 61, 62, p. 92 (48).

by Society of Antiquaries only, when accommodation provided on another site, recommendation, 62, p. 92 (48).

Collections:

Arrangement of, recommendations, 68, p. 93 (52).

Growth of, 63 (3).

Congestion, recommendations for relief of, 68, p. 93 (52).

Guide lecturers, recommendation, 69, p. 92 (52).

History of, 61.

Loans, recommendation, 69, p. 93 (52).

Officers and staff, appointment by Secretary of State, consultation of Board and Society of Antiquaries, recommendation, 62, p. 92 (48).

Women lecturers, recommendation, 69.

National Museum of Wales, summer school, 77 (3).

National Museums and Galleries:

- Administration, *see that title*.
- Clerical work, delegation from senior officers desirable, 77 (1).
- Educational facilities and influence, *see that title*.
- Expenditure, recommendations involving increase, justification, 78, p. 95 (61).
- Financial gifts, 78.
- Staff, *see that title*.
- Sunday opening, success of, 43.

National Portrait Gallery:

- Accommodation, extension, gift of Sir Joseph Duveen, 33, p. 87 (24).
- Loans to Bethnal Green Museum, recommendation, 41.
- Picture postcards with biographies, 34.
- Prints, etc., collection, 63 (2).
- Reproductions, desirability of improvement, 34, p. 87 (25).
- Scientific catalogue, need for, and recommendation, 34, p. 87 (25).

National Portrait Gallery, Scotland:

- Accommodation, 61.
- Administration:
 - by Board of Trustees, and continuance recommended, 61, 62, p. 92 (48).
 - History of, 61.
- Congestion, recommendations for relief of, 66, p. 92 (51).
- Fire risk, carrying out of work for prevention of, recommendation, 67, p. 92 (51).
- Officers and staff, appointment by Secretary of State, consultation of Board of Trustees, recommendation, 62, p. 92 (48).
- Sculpture, transfer from National Gallery, recommendation, 65.

Natural History Museum:

- Accommodation, completion of additions at earliest possible date hoped for, 17, p. 84 (10).
- Administration:
 - Co-ordination with British Museum, proposed means, 5.
 - by same Standing Committee as British Museum, 5.
 - by separate Standing Committee, recommendation, 5, p. 83 (2).
- Botanical Department, removal to Kew:
 - Arguments for, and against, 18.

Natural History Museum—cont.

Botanical Department, removal to Kew—*cont.*

- Considerations *re*, 18.
- two Herbaria would have to be kept as separate entities in separate buildings, 51.
- as Ultimate aim and review of position by parties concerned, recommendation, 18, p. 85 (13).
- Co-ordination with Science and Geological Museums, recommendation *re*, 48, p. 90 (39).
- Department of zoology, candidates, difficulty in securing, 77 (2).
- Development of, 5.

Director:

- direct Access to Treasury on matters affecting staff or finance of Museum, proposal pending legislation giving entire responsibility, 6. should be wholly Responsible for care and custody of collections, 6, p. 83 (2).

Lecture theatre and refreshment accommodation, *see under* South Kensington site.

Purchase grant, addition to, to enable more active part in expeditions abroad, recommendation, 17, p. 85 (12).

Staffing:

- Inadequacy of, 17.
- direct Negotiations between Museum authorities and Establishment Branch of the Treasury, recommendation, 17 p. 84-5 (11).

Provincial Institutions:

- Affiliation with National Institutions, value as regards excavation work, 14.
- Curators, training, co-operation between National and Provincial institutions, recommendation, 77 (3), p. 95 (60).

Public records, Scottish, custody and control, statutory provision should be made for, 72, p. 93 (56).

Public Record Office:

- Accommodation, inadequacy of, and suitability of adjacent site for, 35.
- Archives:
 - Importance of collection, 35.
 - Preservation and repair, condition, and need for increased staff, 35 (3), p. 87 (26).
- Branch Office at Cambridge, removal to Canterbury Gaol, 35 (4).

Public Record Office—*cont.*

- Calendars and historical publications, decreased production, 35 (2), p. 87 (26).
- Inquiry by Royal Commission on Public Records, 1910-18, 35.
- Relations with Institute of Historical Research and British Record Society, 36, p. 87 (27).
- Staff, higher, reduction, 35 (1), p. 87 (26).
- Unsatisfactory conditions, and increased grant recommended, 35, p. 87, (26).
- Work, increase, 35 (1).

Record Office, *see* Public Record Office.

Register House:

- Administration, 72, p. 93 (56).
- Allocation of documents between National Library and, 73, p. 93 (57).
- Custody and control of public records, statutory provision should be made for, 72, p. 93 (56).

Royal Botanic Garden, Edinburgh, *see* Edinburgh.

Royal Botanic Gardens, Kew, *see* Kew.

Royal Scottish Museum:

- Administration:
 - by Science and Art Department until 1899, 58.
 - by Scottish Education Department, and continuance recommended, 58, p. 91 (46).
- Advisory Committee, and extension of scope recommended, 58.
- Botanical collections, transfer of portions to Royal Botanic Garden, suggestion, 60 (6), p. 92 (47).
- Collections, arrangement of, 59.
- Growth of, 59.
- Library:
 - Congestion, 60 (5).
 - Patent specifications, transfer to National Library, recommendation, 60 (5), p. 91-2 (47).
 - Loans, recommendation *re*, 60 (1), p. 91 (47).
 - Modern arts and crafts, exhibitions of, recommendation, 60 (2), p. 91 (47).
 - Private endowments, benefit to be derived from, 60 (3).
 - Purchase grant, increase, recommendation, 60 (3), p. 91 (47).
 - Scope of, 58.
 - Technology, Department of, extended accommodation, recommendation, 60 (4), p. 91 (47).

Science Museum:

- Accommodation:
 - Central Block:
 - estimated Cost, 42.
 - Erection as soon as possible, recommendation, 42, p. 89 (34).
 - Departmental Committee inquiry, 1911-12, and recommendations, 42.
- Extension:
 - Urgency of, and recommendation, 43, 45, p. 89 (34).
 - Visit by Director of Museum and Chief Architect of Office of Works to Munich Museum, recommendation, 45.
- Present accommodation and requirements, 42.
- Administration by Board of Education, and continuance recommended, 42, p. 88 (33).
- Advisory Council:
 - Reconstitution, recommendation, 42, p. 88 (33).
 - Terms of reference, amendment, recommendation, 42, pp. 88-9 (33).
- Co-ordination with Natural History and Geological Museums, recommendation *re*, 48, p. 90 (39).
- Current practice, need for more adequate representation of, 42, p. 89 (34).
- Eastern Wing, beneficial results of opening, 42.
- Educational facilities, development, recommendation, 45, p. 89 (35).
- Lecture theatre and refreshment accommodation, *see under* South Kensington site.
- Library:
 - Accessions, number per annum, 46.
 - Accommodation, extension possibilities, 46, p. 89 (36).
 - Deposit of scientific periodicals and books in, instead of in British Museum library, objections to proposal, 10, p. 83 (3).
 - Functions, 46.
 - Lending of books and periodicals to approved institutions, 46.
 - Purchase grant and recommendation *re* increase, 46, p. 89 (36).
 - Receipt of scientific books or periodicals not required by Copyright Libraries, proposal, 46.
 - Volumes, number, 46.
- Periodical exhibits dealing with recent discoveries and developments, desirability of, 42, p. 89 (34).
- Public interest, increase, 43.
- Publications, educational influence of, 45.
- Ships' models, collection of, 42.

Scientific and Industrial Research, Department of:

Administration of British Museum laboratory, transfer to Museum trustees from, recommendation, 16, p. 84 (9).

Transfer of administration of Geological Survey and Museum to, 1919, 47, p. 89 (37).

Scottish Museum of Antiquities, *see* National Museum of Antiquities, Scotland.

Society of Antiquaries, administration of Museum of Antiquities, *see under* Scottish Museum of Antiquities.

South Kensington site:

Co-ordination of Natural History, Science and Geological Museums, should be promoted by Standing Commission, 48, p. 90 (39).

Future development of, 48, p. 89-90 (38).

Lecture theatre, provision should be considered by Office of Works in consultation with authorities of Natural History, Science and Geological Museums, 48, p. 90 (38).

Refreshment accommodation for Natural History, Science and Geological Museums, Office of Works should consider provision of, 48, p. 90 (38).

Staff:

Attaché system:

Extension, recommendation, 77 (2), p. 94 (60).

at Present, 77 (2).

Candidates, supply of, 77 (2), p. 94 (60).

Curators, provincial, training, co-operation between National and Provincial institutions, recommendation, 77 (3), p. 95 (60).

Diploma or post graduate course at University, recommendation, 77 (2), p. 95 (60).

Inadequacy, 77 (1).

Recruitment:

under Civil Service rules, method, 77 (2).

Methods, desirability of latitude, 77 (2), p. 94 (60).

Tate Gallery:

Administration, co-ordination with National Gallery, position and continuance recommended, 27.

Tate Gallery—cont.

Director:

Anomalous position of, 21 (3).

as Trustee, abolition of system recommended, 27.

Income, sources of, 28.

Loan and temporary exhibitions, provision of gallery for, recommendation, 30, p. 86 (21).

Loans and sale of pictures, statutory restrictions, 24.

Modern foreign schools, increased representation, recommendation, 29, p. 86 (20).

Modern foreign sculpture, works to be transferred from Victoria and Albert Museum, arrangement approved and definite agreement recommended, 32, p. 87 (23).

Publications, profits on, 28.

adequate Purchase grant, recommendation, 28, p. 86 (19).

Relationship with National Gallery, 5.

Trustees:

Constitution, 27.

Establishment of Board separate from National Gallery, 1917, 27 p. 86 (18).

Turner bequest, loans overseas from, recommendation, 31, p. 87 (22).

Trustees, *see under* Administration and particular museums and galleries.

Turner bequest, *see under* Tate Gallery.

Victoria and Albert Museum:

Administration:

by Board of Education, success of system and continuance recommended, 37, p. 87 (28).

History of system, 37.

Advisory Council, strengthening of, recommendation, 37, p. 88 (28).

Casts:

Collection, congestion, 76.

Reproduction and sale, 75.

Sale of, improved provision for display, recommendation, 75.

Circulation Collection, enlargement, benefit to be derived by cause of education, 37.

Collections:

Arrangement on principle of classification by material, 39.

Selected exhibits and introductory and illustrative series, recommendation, 39, p. 88 (30).

Victoria and Albert Museum—cont.

Connection with British Institute of Industrial Art, strengthening of, recommendation, 38, p. 88 (29).

English arts and crafts, development of nucleus of collection, recommendation, 40, p. 88 (31).

Loans, extension of system, benefit to be derived by cause of education, 37.

Modern arts and crafts, encouragement of, recommendation, 38, p. 88 (29).

Modern work, exhibition by British Institute of Industrial Art, 38.

Modern foreign sculpture, works to be transferred to Tate Gallery, arrangement approved and definite agreement recommended, 32, p. 87 (23).

Reserve rooms, conversion of certain galleries into, desirable, 39.

Value of, in educating potential purchaser, 38.

Wallace Collection:

Additions to, power desirable in exceptional cases, 49 (3).

Armourers' marks, need for index and reference portfolios, 49 (2), p. 90 (40).

Bequest:

Conditions of, 49.

Interpretation of, 49 (3), p. 90 (40).

Closed galleries, re-opening, not recommended and reasons, 49 (4), p. 90 (40).

Decoration and arrangement of galleries, improvements, recommendation, 49 (1), p. 90 (40).

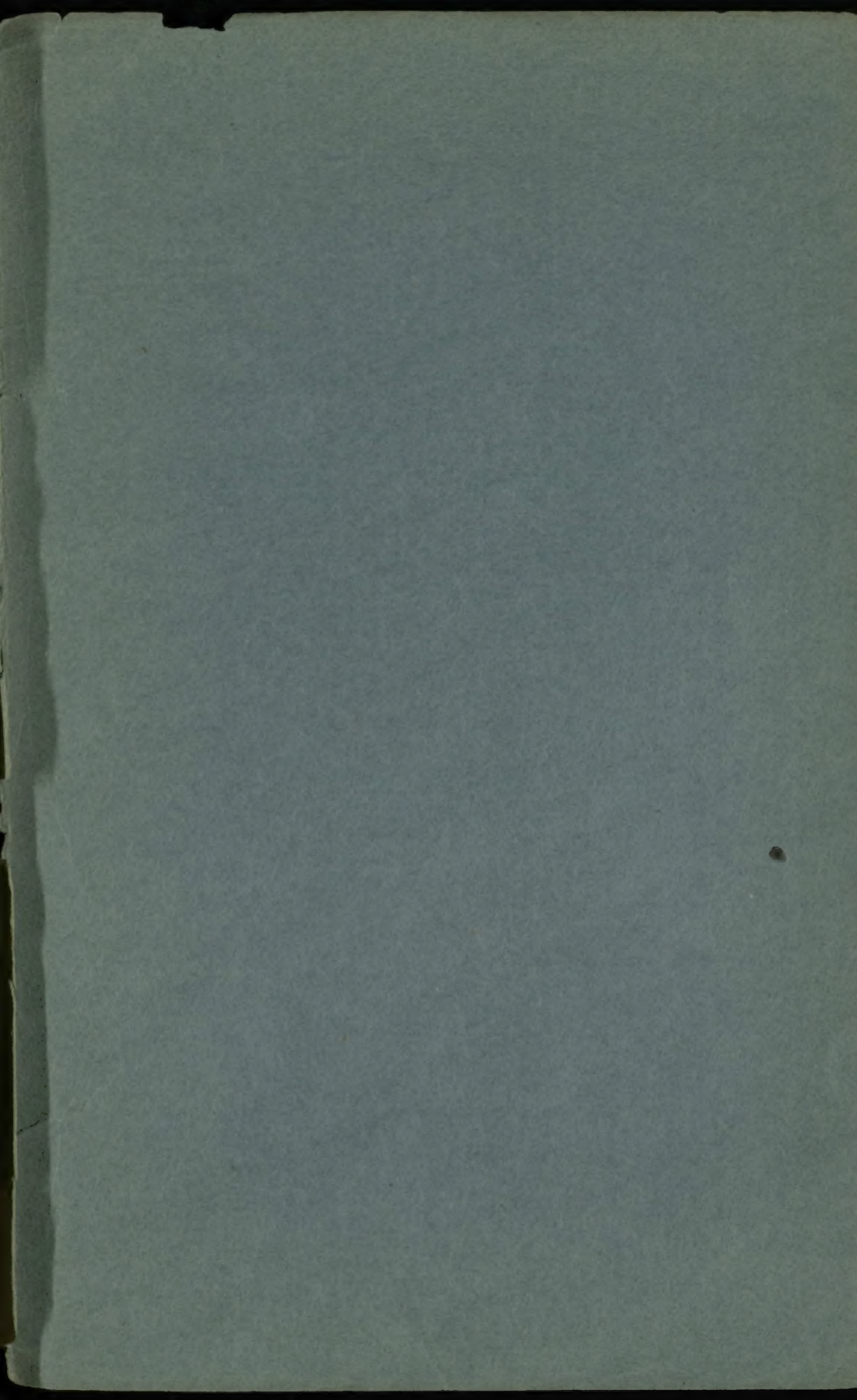
Library, need for, 49 (2).

Loans, temporary loan to special exhibitions, desirability of possibility, 49 (3).

Publications:

net Profit on, 49 (2).

Profits should be applicable to collection with retrospective effect or specific provisions made to meet requirements, 49 (2), p. 90 (40).





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